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# ANNUAL REPORT OF THE GOVERNOR GENERAL PHILIPPINE ISLANDS, 1924

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## MESSAGE

FROM THE

PRESIDENT OF THE UNITED STATES

TRANSMITTING

THE ANNUAL REPORT OF THE GOVERNOR GENERAL OF  
THE PHILIPPINE ISLANDS FOR THE FISCAL  
YEAR ENDED DECEMBER 31, 1924



DECEMBER 14, 1925.—Referred to the Committee on Insular Affairs  
and ordered to be printed

WASHINGTON  
GOVERNMENT PRINTING OFFICE

1926

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## MESSAGE

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*To the Congress of the United States:*

As required by section 21 of the act of Congress approved August 29, 1916 (39 Stat. 545), entitled "An act to declare the purpose of the people of the United States as to the future political status of the people of the Philippine Islands, and to provide a more autonomous government for those islands," I transmit herewith, for the information of the Congress, the report of the Governor General of the Philippine Islands, including the reports of the heads of the departments of the Philippine government, for the fiscal year ended December 31, 1924.

I concur in the recommendation of the Secretary of War that this report be printed as a congressional document.

CALVIN COOLIDGE.

THE WHITE HOUSE,  
December 14, 1925.

# MEMORANDUM

TO THE PRESIDENT OF THE UNITED STATES  
FROM THE SECRETARY OF THE DEPARTMENT OF THE INTERIOR  
SUBJECT: [Illegible]

[The following text is mirrored and largely illegible due to extreme fading and bleed-through from the reverse side of the page.]

Very respectfully,  
[Illegible Signature]

CITY LIBRARY  
ANNUAL REPORT

OF THE

GOVERNOR GENERAL OF THE PHILIPPINE ISLANDS

FOR THE FISCAL YEAR 1924

OFFICE OF THE GOVERNOR GENERAL  
OF THE PHILIPPINE ISLANDS,

*Manila, April 15, 1925.*

SIR: I have the honor to submit the following report for the calendar year 1924. During the year I visited most portions of the archipelago, including all Provinces, larger cities, and towns. Generally speaking, I found everywhere a contented and happy people living under steadily improving conditions and surroundings. The attitude of the people has been one of courtesy and cooperation and the members of my party have always been received with every mark of official and personal consideration.

Business conditions have steadily improved; there has been a marked increase in revenue; the collection of taxes has been better than last year; the balance of trade has been heavily in our favor, and exchange has been stable. Public order, with minor exceptions, has been very good and a spirit of cordial cooperation has characterized the relations between the civil government and the Army and Navy. Public-health conditions have steadily improved, the total death rate per 1,000 population being 15.48, as compared with 18.44 for 1923. There have been no severe epidemics, no serious floods, no widespread loss of crops or other occurrences prejudicial to public health. The total increase in revenues was ₱9,120,945 over the revenue of the preceding year. The cost of maintaining the government was ₱969,020 less than the preceding year, making a total of ₱10,089,955 in favor of 1924 as compared with 1923.

There have been some indications of local unrest which at times threatened public order. None of these have had the character of organized resistance to authority and were due generally to the action of misguided people following fanatical leaders. Datu Santiago and his band surrendered or were captured and have been tried and sentenced—he to life imprisonment, one of his followers to 20 years, and 26 others to 17 years. There was and is some unrest among the Moro population in the Province of Lanao, due to the belief among the Moros that a number of their leaders were killed by the constabulary without sufficient justification and also to the natural antipathy which exists between the Mohammedan Moro and the Christian Filipino. Those charged by the Moros with the unjustifiable killing of certain of their leaders are now being brought to trial before the insular courts.

There will be, for years to come, occasional disturbances in the Moro regions due in the last analysis to the centuries-old antagonism

between the Moro and Christian Filipino, which has been accentuated by the too rapid Filipinization of these regions.

There was a brief disturbance of public order in Manila which for a time threatened to result in a serious race riot between Filipinos and Chinese. This, however, was promptly suppressed and the disturbance did not assume serious proportions. For a time there was threatened disturbance of public order in Occidental Negros, due to the existence of secret societies which were organized first for political purposes, but eventually got out of hand and seriously threatened public order. There were also disturbances in some of the central Provinces of Luzon incident to differences between landowners and tenants.

In the above-mentioned and other situations the knowledge that the power of the United States is behind the insular government tends to insure stability, public order, and respect for the constituted authorities and the law. As stated in my report for last year, it is the great stabilizing influence.

### POLITICAL SITUATION

Nothing of particular importance has occurred in the political situation. There has been little or no political activity or excitement in the islands during the year. Political issues are generally personal rather than based upon any important question affecting the well-being or progress of the people or the economic development of the islands. The action of the insular auditor in holding as unconstitutional the independence fund, which was a fund of ₱1,000,000 appropriated yearly from the general revenues of the government, for the purpose of bringing about the separation of the Philippine Islands from the United States, aroused only a brief interest, in spite of the fact that much effort was made to use the incident for political agitation. The steps taken to insure rigid audit of the disbursements from the independence fund with a view to protecting the interests of the taxpayers, once understood, met with their general approval. The opinion of the auditor with reference to the independence fund is published as an appendix to this report, marked "Exhibit A." This opinion embodies the opinion of the Attorney General of the United States. Upon the discontinuance of the independence fund a widespread campaign was undertaken for the purpose of raising funds for independence purposes by voluntary subscriptions, and a total of ₱635,965.54 was reported on March 9, 1925, to have been promised.

On November 14, 1923, Hon. Manuel Roxas, speaker of the house of representatives, left for the United States as special representative of the Philippine Legislature, taking with him certain resolutions for presentation to the home Government. He was followed later by a special commission, consisting of Hon. Manuel L. Quezon, president of the senate, Hon. Sergio Osmeña, member of the senate, and Hon. Claro M. Recto, member of the house of representatives, which proceeded to the United States for the purpose of further presenting the subject of Philippine independence to the Government at Washington. The members of the mission had several hearings before committees of Congress. The details of these hearings and the action taken by the committees as a result thereof will be found in the printed committee reports. Senators Quezon and Osmeña visited

Europe and afterwards returned to the Philippine Islands via the United States.

Generally speaking, the activities of the bureaus of the government have been conducted as satisfactorily as could be expected in view of the difficulties of the situation and the problems involved. Four of the departments were under the direction of the under-secretaries, who assumed charge of the departments as acting secretaries upon the resignation of the secretaries in July, 1923.

Some of the leaders still speak of noncooperation, but there has been little or no response either from the people or from provincial and municipal officials, although at first the talk of noncooperation did promote uncertainty and in some cases unrest. For instance, the spirit of insubordination which prompted the mutiny among the Filipino members of the scout troops at Fort McKinley undoubtedly indirectly received encouragement and stimulation from the public utterances of certain prominent political leaders condemning all who cooperated with and supported the Governor General, the representative of the United States in these islands.

There is a rapidly growing and better understanding by the people of the policy and purposes of the United States and an increasing appreciation of the generosity and wide liberality with which they have been treated by the home Government.

The Filipinization of the public services has continued gradually, due largely to the natural desire of the Filipinos to occupy the various offices, and especially to the influence of Act No. 2589, commonly known as the Osmeña retirement act, which permits retirement after 6 years' service with 60 per cent of a year's salary paid in monthly installments extending over a period of 3 years, and retirement after 10 years' service with 1 year's salary, similarly paid. This law, in conjunction with the continued agitation concerning independence and the withdrawal of the United States from the islands, has induced many Americans to accept retirement under the conditions above stated and seek employment elsewhere. The result has been to seriously handicap the government, especially in the department of public instruction, where the number of American teachers has been greatly reduced, to the prejudice especially of progress in English. The teachers' pension and retirement law, passed in 1922, which grants a life pension after 20 years of service, also tends to encourage retirement of the old and experienced Americans.

#### PUBLIC INSTRUCTION

The widespread and keen interest in education continues to be one of the most encouraging features of the Philippine situation. The people are deeply interested in the schools and contribute very liberally to their support. The schools are crowded to their utmost capacity throughout the islands, except in the Moro (Mohammedan) Provinces, where old prejudices and opposition on the part of Mohammedan parents to Christian Filipino teachers—especially men, as teachers for their girls—combined with lack of suitable Moro women teachers, have served to keep school attendance down below what it should be. Nevertheless, in these Provinces steady and encouraging progress in education is being made.

The general progress in education, however, especially during the past few years, has been in quantity rather than quality. In a

commendable ambition to provide school facilities for all children, growth in numbers has received more consideration than the development of real educational efficiency. The system has expanded too rapidly for the best results. Before further expansion there should be a more adequately trained teaching staff, improved supervision, a better curriculum, and a longer period during which children are kept in school. The emphasis in the expenditures for education should be on efficiency rather than on expansion.

The bureau of education has been efficiently conducted, but under very serious handicaps, such as excessive enrollment, lack of adequate facilities in the central office and in the field for educational leadership and supervision, an inadequately trained teaching staff, and a lack of funds for the securing of teachers from the United States for the teaching of English and for the training of Filipino teachers.

Special efforts have been made to improve primary and intermediate schools, as it is in these schools that 95½ per cent of the children receive their education.

Government appropriations for schools have been liberal and private contributions in the form of materials, land, money, and labor for the construction of municipal schools have been generous. Indeed, the appropriations for public education by the insular government, Provinces, municipalities, and contributions by private individuals have been far more liberal than for public health work, the great importance of which is not as fully appreciated as it should be.

The future expansion of educational facilities, if not the improvement of the present facilities, should be financed more largely by local funds. In order to enable municipalities and Provinces to raise such funds their powers of taxation should be increased.

Every effort is being made to impress upon the people the great importance of farm and other vocational schools and that they should receive the largest possible measure of encouragement and support, as these schools, in addition to ordinary educational training, are preparing boys and girls to take up, on graduation, productive work in agriculture and trades. The following are the more important statistics in connection with the school system:

	1922-23	1923-24	1924-25
Public schools:			
Primary.....	6,620	6,573	6,534
Intermediate.....	931	1,010	1,118
Secondary.....	83	85	94
Total.....	7,634	7,668	7,746
Agricultural schools (limited instruction in agriculture—included in totals above).....	338	293	299
Annual enrollment:			
Elementary.....	1,063,926	1,087,732	1,077,044
Secondary.....	33,218	41,265	49,692
University of the Philippines.....	4,839	5,993	5,540
Private schools, including private universities.....	64,835	69,227	73,246
Total.....	1,166,818	1,204,217	1,205,722
Teachers (university and private schools included):			
Filipinos.....	24,512	25,451	26,013
Americans.....	336	329	326
Total.....	24,848	25,780	26,339



## Expenditures for public schools:

1921-----	P22, 301, 718. 00
1922-----	22, 068, 939. 00
1923-----	22, 202, 532. 00

## Voluntary contributions:

1921-22-----	1, 498, 110. 63
1922-23-----	1, 191, 059. 26
1923-24-----	1, 354, 589. 12

The legislature has appropriated P100,000 for the purpose of an educational survey and a very carefully selected commission is now engaged in this work. Arrangements have been made for the commission to visit all portions of the islands and to examine thoroughly into the condition of the schools, methods of instruction, etc. It is believed that this survey will be of the greatest value.

The development of facility in the use of the English language is making rapid progress and justifies the continuation of English as the medium of instruction. Such continuation, however, involves two problems. The efficient teaching of English and the efficient teaching in English. The former requires an adequate staff of American teachers especially trained for this purpose. Such staff is now lacking. The second requires Filipino teachers who themselves have sufficient command of English to give instruction in that language. There is a very serious lack of such Filipino teachers. One of the greatest needs, therefore, is for a sufficient number of competent American teachers who can teach English and who can train Filipino teachers of English. For the latter purpose American teachers should be placed in regional normal schools from which will come the supply of Filipino teachers.

Speaking from personal observation covering more than 20 years I am convinced that, notwithstanding the many handicaps under which the bureau of education has labored with respect to using English as a medium of instruction, English has made remarkable progress and will, by the use of proper methods in the hands of efficient teachers, become, in the near future, the common language.

Nothing will do more to build up national solidarity than the establishment of a common language. Despite the efforts of a few individuals to introduce the teaching of some of the 87 different dialects into the public schools, the opinion is general among the people that English should be the national language and that the present policy of emphasizing English should be continued.

The work of the teachers of the public schools has been earnest, effective, and is deserving of strong commendation. While oftentimes conducted under heavy handicaps, I have rarely found any evidence of lack of enthusiasm or earnestness of purpose.

There can be no doubt, however, that a very large percentage of the teachers in the primary and intermediate grades in addition to their lack of training in English have not had adequate professional training for their work. These are the greatest weaknesses in the schools to-day. Until adequate provision is made for the professional training of the teachers, further extension of school facilities should be made only in exceptional cases.

If the interest in economic development in any way approached the interest in public education, we should make great and rapid progress in wealth and prosperity and should have ample resources with which to push forward public instruction, communications, public health, public works, etc.

## UNIVERSITY OF THE PHILIPPINES

The enrollment of the University of the Philippines is increasing. The university needs more money. A dependable income should be established, as has been recommended, either through an allotment of public lands or through the establishment of a mill tax for the benefit of the university. The danger which at present confronts the university comes from the tendency to draw the teaching personnel too largely from its own graduates and to appoint to responsible positions men of immaturity and inexperience. If the institution is to fulfill its mission in the Philippines, it must bring to its teaching staff the best obtainable personnel regardless of national or political affiliations. No attempt should be made to establish further additional branches of the university, but every effort should be concentrated upon building up the university itself, raising its standards and strengthening its teaching staff.

## UNIVERSITY OF STO. TOMAS

This is the oldest university under the American flag. The university is erecting new university buildings and taking steps to improve its standards and to very largely replace Spanish by English.

## NATIONAL UNIVERSITY AND UNIVERSITY OF MANILA

These are two privately owned educational institutions very recently established. Each has a large enrollment. They have not been established long enough to warrant detailed statements as to standards. Such statement will be submitted in the next year's annual report.

## HIGHER PRIVATE SCHOOLS

The Ateneo, Silliman Institute, La Salle College, private institutions of an excellent character, are doing highly creditable work and furnish excellent opportunities for sound training. Their standards are high. They are valuable educational institutions.

## PUBLIC HEALTH

The condition of public health continues to improve and public interest in this subject is increasing. The death rate in 1924 was lower than that in 1923, which was the lowest on record up to that time. The comparative figures per 1,000 are 15.48 as compared to 18.44. Appropriations have been made to aid in the construction of much needed provincial hospitals. Efforts have been made to raise the standards of medical instruction and that of nurses.

Much excellent work has been done by the doctors and nurses of the Philippine health service and by those of the public welfare commissioner and much valuable service rendered by the physicians and nurses of the Red Cross.

Representatives of the Rockefeller Foundation have done much important work in malaria control and in establishing methods of laboratory control.

The United States Army Medical Research Board has completed very valuable and exhaustive studies in the etiology and prevention

of dengue and has definitely established its mode of transmission and the means of prevention. The application of these discoveries will be of far-reaching effect in reducing morbidity from this disease.

The director of health, Dr. Vicente de Jesus, retired during the year and was succeeded by Dr. Jacobo Fajardo, an experienced and senior officer of the bureau of public health.

One of the greatest handicaps of the Philippine health service is the lack of adequate sources from which well-trained personnel can be drawn, both of doctors and nurses.

#### ANTILEPROSY WORK

The results of the antileprosy work are most encouraging. There are now 409 negatives in the Culion colony and several hundred more in sight; 197 former lepers have been sent back to their homes as cured, about 75 per cent of those under treatment are improved.

The public is commencing to look upon Culion as a place for care and treatment and possible cure rather than a place for segregation and isolation. The atmosphere at Culion is becoming one of hope rather than despair. Additional funds are needed to carry on this great work more effectively and I am about to undertake a campaign to raise one million dollars in the United States for the construction of additional buildings, and for laboratory equipment, skilled research personnel, roads to agricultural lands in the interior, where we can establish small farm colonies, and to improve the water supply. The Insular government can not well give more until its revenues are increased, as at present approximately one-third of the entire public health fund is allotted to the care and treatment of the lepers. Great credit is due the medical staff and the nurses for the unselfish and devoted work which they have done and are doing under conditions which for a time were most discouraging. A number of leprosy experts from different foreign countries have visited Culion and are outspoken in their praise of the work being done. The number of lepers under regular treatment has been increased during the past three years from 139 to about 4,000. There are 5,600 lepers in the colony. The public welfare commissioner is making arrangements to transfer the nonleprous children to appropriate quarters in Manila. (The children of lepers are born clean.) Our experience thus far indicates the desirability of getting hold of the lepers and putting them under intensive treatment in the early stages of the disease. This will probably eventually result in the establishment of stations for the intensive treatment of early cases in different parts of the islands.

We were able to eradicate yellow fever and control malaria in Cuba and have freed the Philippines from smallpox and cholera, and wherever our methods have been applied the Tropics are practically as safe as the Temperate Zone. I believe that with proper equipment, necessary scientific personnel, and proper arrangements for the care and treatment of the lepers we can eradicate leprosy in the Philippines and eventually it can be eradicated in other places. The lepers are the most afflicted and unfortunate of God's creatures, and everything that can be done for them should be done. In working for them we are working for lepers throughout the world and in the broadest sense for humanity.

The work of the public welfare commission has been excellent. The work performed under this service is closely allied to certain branches of the public health service. For this reason the two services should be consolidated with certain rearrangements of the different activities. Such consolidation and rearrangements would obviate much duplication of work and personnel which exists at present and increase efficiency with no increase in cost. This has been recommended previously without success.

The following tables, while they are in part preliminary so far as the year 1924 is concerned, give a generally correct indication of health conditions:

*Vital statistics—Rates per 1,000 population*

Year	Births	Deaths	Year	Births	Deaths
1921.....	34.39	19.54	1923.....	34.99	18.44
1922.....	34.76	18.91	1924.....	25.47	15.48

*Table showing total deaths from all causes in the Philippines, by years, for the past 10 years, per 1,000 population*

1915.....	21.11	1920.....	20.92
1916.....	22.41	1921.....	19.54
1917.....	22.89	1922.....	18.91
1918 <sup>1</sup> .....	38.77	1923.....	18.44
1919 <sup>1</sup> .....	34.36	1924.....	15.48

*Table showing infant mortality (under 1 year) in the Philippine Islands, by years, for the past 10 years, deaths per 1,000 births*

1915.....	176.85	1920.....	160.62
1916.....	170.32	1921.....	168.68
1917.....	185.67	1922.....	154.94
1918 <sup>2</sup> .....	262.57	1923.....	146.95
1919 <sup>2</sup> .....	235.46	1924.....	( <sup>3</sup> )

*Table showing total deaths from smallpox in the Philippine Islands, by years, in actual numbers and per 100,000 population, for the past 10 years*

Year	Total deaths	Deaths per 100,000 population	Remarks
1915.....	276	3.30	} Epidemic with 72,740 deaths in three years. These were years when vaccination was neglected.
1916.....	610	7.18	
1917.....	436	4.77	
1918.....	18,147	173.42	
1919.....	49,971	527.19	
1920.....	6,632	68.91	} Lowest rate for the islands.
1921.....	728	7.22	
1922.....	19	.18	
1923.....	5	.05	
1924.....	a 6	.05	

<sup>a</sup> Five were foreigners who arrived in Manila already in the incubation period.

<sup>1</sup> Severe smallpox and cholera epidemics.

<sup>2</sup> Smallpox epidemic attacking young children particularly.

<sup>3</sup> Not yet received.

*Table showing actual number of deaths from cholera in the Philippine Islands for the past 10 years*

	Number of deaths		Number of deaths
1915 <sup>1</sup> -----	820	1920 <sup>1</sup> -----	1,387
1916 <sup>1</sup> -----	7,986	1921-----	41
1917 <sup>1</sup> -----	7,984	1922-----	72
1918 <sup>1</sup> -----	6,340	1923-----	None.
1919 <sup>1</sup> -----	17,537	1924-----	None.

Vigorous campaigns against yaws and hookworm have been instituted in various Provinces. These campaigns have demonstrated what can be done. Vaccination against smallpox has been pushed forward as vigorously as possible, although the problem is a difficult one in the remote Provinces on account of the difficulty in supplying vaccine in proper condition. This is now being remedied to a large extent by supplying dry vaccine.

A vigorous effort has been made by the Philippine health service, public welfare commission, Red Cross, and women's clubs to reduce the alarming infant mortality due largely to infantile beriberi resulting from improper feeding of mothers and also to the improper feeding and care of infants.

#### DEPARTMENT OF THE INTERIOR

The affairs of this department have been efficiently and satisfactorily conducted. It is one of the most important departments of the insular government, and is charged not only with the supervision of provincial and municipal affairs but with insuring co-operation between these organizations and their cooperation with the insular government.

The discharge of the duties of the chief of the executive bureau were very efficiently and satisfactorily performed.

#### PHILIPPINE CONSTABULARY

The constabulary has maintained its high reputation for efficiency. It is a most excellent organization and has contributed much to the successful conduct of the government. Its services have, with few exceptions, been promptly and efficiently rendered throughout the archipelago. The strength of the organization is as follows:

	1923	1924		1923	1924
Officers:			Enlisted men:		
Americans-----	14	15	Men-----	5,743	6,163
Filipinos-----	363	375	Companies-----	125	132

With reference to the general conditions in the constabulary, the following remarks in my report for 1922 are more pertinent now, as since the report was written the constabulary has lost several of its senior and most experienced and valuable officers:

I feel, however, that in view of the great loss in the old and more experienced officers, some changes are necessary in order to maintain the high standards set

<sup>1</sup> These were years when precautionary and preventive measures were relaxed and public-health work was poor.

in the past. The constabulary was organized and its esprit and morale built up largely through the detail of a limited number of most carefully selected officers of the Regular Army. Incidents of service, especially the demands of the World War, have resulted in the detachment of all these officers from the constabulary, and at present no officer of the Regular Army is in any way connected with it. There are a number of most excellent young Filipino officers who are coming on, but there is more or less of a hiatus between the group of old experienced officers who largely made the constabulary and this younger group. I feel that in order to maintain the high standards of the past, and if possible, improve upon them, there should be a limited number of carefully selected officers of field rank detailed from the Regular Army as inspectors. This was done to great advantage during the constructive period of the constabulary and was continued until the necessities of the World War required their relief. In addition to the benefits which resulted to the constabulary from the services of these experienced officers, the experience was very valuable to the officers themselves. The constabulary can take special pride in the record during the World War of the officers of the Regular Army who formerly served with it. Practically all of them rendered distinguished service. Indeed, the record of the constabulary officers who temporarily left the service in order to join the Army reflects great honor on the organization they came from. Many of them gave their lives in the great struggle.

#### BUREAU OF NONCHRISTIAN TRIBES

The policy with reference to non-Christian tribes has been to use non-Christians to as great an extent as possible in filling the offices in the non-Christian Provinces, but up to the present it is difficult to do so because of the lack of properly trained individuals. Steady progress, however, is being made. The tendency is naturally to fill the positions with Christian Filipinos. This is resented by both the Moros and the non-Christian people in the Mountain Province. Generally speaking, both Moros and non-Christians desire American governors because of old antipathies between them and the Christian Filipinos. At present the governors of Jolo and Lanao are Americans and the governors of Cotabato and the Mountain Province are Filipinos. There is no American holding elective office in the Philippines, and the percentage of American personnel throughout the government is very small—3.34 per cent, including teachers.

#### CITY OF MANILA

Manila is growing rapidly. The administration of the city under the present mayor has been generally satisfactory and efficient. There is urgent need of extensive sanitary improvements in and about Manila, better drainage, the filling of low areas, the cleaning out of old canals, and the filling of same. There is also urgent need of a railroad and traffic bridge over the lower Pasig to connect the railroad lines entering the city with the port area and thus facilitate the handling of freight. The most urgent need of the city is the extension of the water system. During the last session of the legislature the Metropolitan Water District was authorized to issue bonds to the amount of ₱6,000,000, which will be sufficient to complete about 50 per cent of the work. Efforts will be made during the coming session of the legislature to secure authorization for the issue of ₱6,000,000 more, or a total of ₱12,000,000, which will be sufficient to complete the work. The work when completed will provide a supply of water sufficient for the city for the next 50 years, allowing for a very liberal per capita estimate and a rapid increase of population. The importance of the increase of the water

supply can not be overstated. During recent years there have been several dangerous shortages of water and last year the city was only saved from water famine by early rains.

Extension of the limits of the city of Manila is also contemplated so as to include Pasay and the country immediately adjacent thereto. Such extension is necessary in the interest of better administration.

The police force has rendered very efficient and satisfactory service. Much of the credit for this is due to its most efficient chief.

#### CITY OF BAGUIO

The affairs of the city of Baguio have been very well conducted. The city is growing steadily and becoming more and more a health resort not only for residents of the Philippine Islands but for residents of the neighboring Chinese coast cities. Great credit for the maintenance and upkeep of Baguio and the roads, etc., should be given the mayor of the city, who is also the city and district engineer.

#### DEPARTMENT OF FINANCE

The following is a general statement for the years 1923 and 1924:

	1923	1924	Per cent increase (+); decrease (-)
Total budget revenues (actual).....	P64, 949, 258. 37	P74, 070, 203. 54	+14
Total budget revenues (estimated in budget).....	65, 322, 754. 00	68, 977, 160. 00	+6
Total budget expenditures (actual).....	66, 867, 558. 53	65, 898, 533. 75	-1. 5
Total budget expenditures (estimated in budget).....	67, 051, 710. 00	67, 422, 974. 00	+1
Total budget surplus.....	4, 130, 043. 82	12, 301, 708. 61	+198
Amount received from income tax.....	2, 220, 085. 30	2, 550, 369. 99	+15
Amount disbursed by Army and Navy in the Philippine Islands (estimated).....	26, 826, 938. 43	27, 404, 608. 86	+2
Value of imports.....	174, 999, 494. 00	216, 021, 790. 00	+24
Value of exports.....	241, 505, 980. 00	270, 689, 325. 00	+12

<sup>1</sup> Against the surplus of P12,301,708.61 on December 31, 1924, there are obligations amounting to P7,088,732.62, thus leaving a net unappropriated surplus of P5,212,975.99. The obligations consist as follows:

	1924
Balance of public works appropriations.....	P1, 943, 042. 72
Balances of other appropriations carried forward.....	237, 592. 74
Cadastral Survey accounts receivable.....	4, 908, 097. 16
Total.....	7, 088, 732. 62

The following table gives the revenue from taxation collected during 1923 and 1924 by the Government, including all departments, bureaus, offices, provinces, chartered cities, municipalities, and other political subdivisions:

	1923	Per cent of total	1924	Per cent of total	Per cent increase (+); decrease (-)
Indirect taxes.....	P44, 968, 180. 92	70	P51, 455, 931. 01	71	+14
Direct taxes.....	6, 357, 504. 94	10	6, 955, 513. 80	10	+9
Quasi-direct taxes.....	12, 970, 587. 87	20	13, 777, 319. 56	19	+6
	64, 296, 273. 73	100	72, 188, 764. 37	100	-----

*Indirect taxes.*—Their sources are:

	1923	1924	Per cent increase (+); decrease (-)
Import duties.....	P11,362,250.06	P13,559,403.13	+19
Excise tax.....	13,444,280.83	13,325,055.40	-1
License and business tax.....	16,595,997.78	21,112,975.71	+30
Wharfage tax.....	1,852,094.77	1,742,747.11	-6
Franchise tax.....	345,183.83	238,440.27	-31
Documentary stamp tax (internal revenue).....	513,072.34	538,486.55	+5
Documentary stamp tax (customs revenue).....	477,860.85	515,000.91	+8
Tonnage dues.....	276,129.88	322,191.99	+17
Road tax.....	80,880.00	73,148.00	-10
Other.....	20,430.58	28,481.94	+29
Total.....	44,968,180.92	51,455,931.01	+15

*Direct taxes.*—These taxes comprise:

	1923	1924	Per cent increase (+); decrease (-)
Cedula tax.....	P4,413,789.25	P4,735,428.50	+7
Income tax.....	1,943,715.69	2,220,085.30	+14
Total.....	6,357,504.94	6,955,513.80	+9

## The quasi direct taxes are:

Real estate tax (not itemized).....	P13,426,531.95
Immigration tax (in 1923).....	228,864.00
Inheritance tax.....	121,923.61
Total.....	13,777,319.56
Total per capita tax:	
1923.....	5.65
1924.....	6.21

In the 1923 report the estimated per capita tax, ₱6.40, was apparently based upon a population of 10,000,000. This estimate was erroneous. The population should have been estimated at about 11,500,000 and the per capita tax should have been ₱5.65. The per capita tax for 1924 is estimated upon the basis of a population of 11,800,000, which it is believed is the correct estimate of the present population and the total per capita tax is ₱6.21.

*Rate of exchange—selling*

	Jan. 1 to Nov. 27	Nov. 28 to Dec. 31
Telegraphic transfer.....	Per cent 1 $\frac{1}{8}$	Per cent $\frac{7}{8}$
Demand draft.....	$\frac{3}{4}$	$\frac{7}{8}$

Mr. Wenceslao Trinidad resigned as collector of internal revenue to accept the position of assistant manager of the Philippine National Bank, and Mr. Juan Posadas, jr., was appointed to succeed him. The affairs of this bureau have been efficiently conducted.



## MANILA HARBOR BOARD

The operations of the harbor board have been very satisfactory throughout the year and have done a great deal to improve port conditions and have been largely instrumental in putting Manila in the first rank as a well-equipped and well-handled port. There has been effected a great improvement in the handling of cargo and a marked diminution in losses and claims for cargo shortage and damage. Manila is now regarded as the best port in the Orient for the handling of cargo. The work of the board is entitled to high commendation. A new pier is actually nearing completion and is one of the largest in the world. The completion of this great pier will still further improve port conditions and lessen the cost of handling cargo.

## GOVERNMENT IN BUSINESS

There is nothing to warrant any change of the previously expressed opinion to the effect that the Government should get out of business in so far as the operation of the railroad, sugar centrals, coal mines, the cement plant, and other properties is concerned, and transfer them to private ownership under conditions which will protect public interests. The remarks in last year's report are fully applicable to conditions covered by the report for 1924.

Every effort is being made to place the operation of the sugar centrals and other Government-owned properties upon a sound basis, but it is a difficult thing to do with the handicap which comes from the fact that the directors and managers have no direct personal financial interest in the properties. There has been decided improvement in the management of the railroad and this year's report shows considerable earnings. There has also been improvement in the management and operation of the Government-owned sugar centrals. Also there has been great increase in the government's investments therein. The general summary of the government-owned properties is attached to this report as Exhibit D. Taken as a general proposition, there is nothing in the developments during 1924 concerning operation of government-owned properties, which should encourage the government continuing in business, or which is at variance with the general conclusions of the Brussels conference held shortly after the World War to the effect that governments can not economically conduct business concerns. It will be better as already stated to transfer these properties to private ownership under conditions which will protect public interests.

## DEPARTMENT OF JUSTICE

Chief Justice Manuel Araullo died on July 26, 1924, and Associate Justice E. Finley Johnson, the senior member of the court, assumed the duties of acting chief justice and continued until the end of the year.

The affairs of the bureau of justice (attorney general's office) were satisfactorily and effectively discharged.

Continued and unremitting effort has been made to improve the administration of justice and safeguard the courts from political and personal influence. Confidence in the department is steadily in-

creasing but much must yet be done in order to establish the courts firmly in public confidence and convince the public that political and personal influence are not given weight before the courts. The problem is made much more difficult by the lack of an instructed public opinion, a common language, and a widely circulating press. On the whole, however, the situation is encouraging. Eleven additional judges provided for by the legislature last year have been appointed. The following is a brief statement of the activities of the department:

## 1923

Total number of civil cases tried, consisting of ordinary, probate, and other cases-----	8, 869
Total number of criminal cases tried-----	11, 807
Total number of land cases tried-----	2, 226

## 1924

Total number of civil cases tried, consisting of ordinary, probate, and other cases-----	9, 788
Total number of criminal cases tried-----	12, 250
Total number of land cases tried-----	1, 747

The policy of very careful supervision of cases of all persons in confinement has been continued, in part through the board of pardons and frequent inspections of insular prisons. The board of pardons consists of the secretary of justice, the public welfare commissioner and a member of the Governor General's staff. This board goes over the record of cases of the various prisoners and submits its recommendations to the Governor General. Nearly all pardons issued were conditional pardons, conditional upon good behavior and providing that the sentence becomes again operative upon the commission of any offense. There have been very few cases where prisoners granted conditional pardons have again been convicted. The practical efficiency of the method employed in granting pardons is demonstrated by the fact that during the past three years, out of a total of 2,384 granted pardons, conditional and unconditional, only 19 have again been committed as a result of offenses.

A total of 427 conditional and 6 unconditional pardons was granted in 1924. During 1923, 692 conditional and 3 unconditional pardons were granted.

The great prison colonies at Iwahig and San Ramon have been successfully conducted and have continued to demonstrate their value and usefulness not only as places of confinement and punishment but as places where every opportunity is given the prisoners to make good and return to civil life prepared to take up and successfully discharge the obligations thereof. These colonies are largely self-supporting, more than 90 per cent of their subsistence supplies being furnished from the prison farms.

**AGRICULTURE AND NATURAL RESOURCES**

There is still a lamentable lack of interest in the proper development of the natural resources of the islands and failure to appreciate the importance of giving all possible encouragement to agriculture, fisheries, and mining. There are great possibilities for development in all these. Comparatively little has been done thus far. Nevertheless, there has been steady progress in agriculture as shown in the

following tables for 1922, 1923, and 1924 which show the total area in hectares of the six leading crops of the Islands:

Year	Area (hectares)	Value	Average value per capita	Average value per hectare
1922.....	3, 429, 750	P302, 143, 710	P27	P88
1923.....	3, 495, 440	380, 194, 710	33	109
1924.....	3, 516, 200	432, 550, 500	36	123

The total estimated area of arable land is approximately 9,000,000 hectares.

Value of six leading crops for 1923 and 1924:

	1923	1924	Per cent of increase
Rice.....	P149, 475, 950	P172, 957, 290	+16
Sugar cane.....	87, 831, 550	105, 667, 180	+20
Coconuts.....	64, 366, 220	68, 134, 370	+6
Hemp.....	39, 317, 490	40, 982, 280	+4
Corn.....	32, 388, 700	33, 303, 960	+3
Tobacco.....	6, 814, 800	11, 505, 420	+69

The following table shows the increase in animal population in the past six years:

Year ending Dec. 31	Carabaos	Cattle	Horses and mules	Hogs	Goats	Sheep
1918.....	1, 335, 443	600, 173	233, 978	2, 892, 676	740, 641	166, 031
1919.....	1, 386, 863	876, 856	247, 210	3, 106, 092	731, 064	169, 594
1920.....	1, 462, 640	758, 551	268, 999	3, 639, 183	821, 661	195, 705
1921.....	1, 535, 955	806, 186	279, 345	4, 477, 007	891, 853	223, 328
1922.....	1, 541, 108	804, 599	277, 634	5, 241, 238	1, 012, 569	257, 656
1923.....	1, 616, 541	873, 995	289, 705	7, 524, 815	1, 163, 614	301, 688

NOTE.—The animal population of the city of Manila is included in the figures given for the years 1920 to 1923, except those for cattle in 1922.

	1923	1924	Per cent decrease
Rinderpest:			
Number of cases.....	27, 505	19, 559	—29
Number of deaths.....	23, 220	16, 932	—25

The campaign against rinderpest has been systematically and effectively carried on. An effective vaccine has been prepared and used extensively, and every effort is being made to educate the people as to the value of systematic and thorough preventive inoculation. The opposition to vaccination comes from the ignorance of the people and also from the indifference of provincial and municipal officials, and last but not least, to political agitators who attempt to gain popularity through promising to do away with quarantine measures, vaccination, etc., in case they are elected to office.

Doctor Boynton, chief of the serum laboratory, who had rendered very valuable service in the development of the serum for the control

of rinderpest, resigned during the year to accept a position with the University of California.

Anthrax (1924):

Number of cases.....	3,936
Number of deaths.....	3,380

Anthrax was under control at the end of the year, no Province being under quarantine.

LOCUSTS

It is estimated that locusts damaged only one-fourth of one per cent of the total area planted to leading crops in 1924 as compared with one and one-half per cent in 1923.

COLLEGE OF AGRICULTURE AND AGRICULTURAL SCHOOLS

The college of agriculture at Los Baños, a branch of the University of the Philippines, and the larger agricultural schools at Muñoz, Trinidad, Catarman, and other places are doing most valuable and most excellent work for agriculture. In addition to sound agricultural training, they offer opportunities in varying degree for general education. The equipment of the college, and practically all the larger schools, is inadequate. Especially is this true at Muñoz, with its 700 students, where a number of new buildings and considerable additional equipment are urgently required.

The importance of these schools in developing our agriculture is not as yet fully appreciated by the people at large. Efforts are made in the selection of students to select those who intend to make agriculture their life work, nevertheless too many graduates go into other, generally speaking, nonproductive occupations.

RURAL CREDIT ASSOCIATIONS

Rural credit associations, organized under acts 2508 and 2566, are under the control of the secretary of agriculture and natural resources, administered by the director of agriculture and assisted by a chief and deputy chief of the rural credit division. This division has eight agents, appointed by the secretary from the civil service list. Overhead expenses of administration, ₱25,000. The associations are local and incorporated, administered by a board of five directors elected by the shareholders, from whom a president is elected by the board and a secretary appointed by the directors either from the board or without the board. The treasurer is the municipal treasurer, who serves ex-officio and without additional pay.

*Financial statement*

	1923	1924	Per cent increase (+); de- crease (-)
Number of associations.....	547	546	0
Number of members.....	77,497	81,950	+6
Capital stock.....	₱872,668	₱890,649	+2
Number of borrowers.....	26,945	28,725	+7
Loans to members.....	₱2,488,835	₱2,598,038	+4
Number of depositors.....	3,107	2,699	-13
Amount deposited.....	₱109,536	₱103,187	-6
Loans to associations.....	₱1,023,510	₱947,037	-7
Total assets.....	₱2,605,043	₱2,641,511	+1

<sup>1</sup> ₱250,000 cash on hand.

Rural credit associations were organized first in 1916. The purpose and intent was to cultivate thrift, to provide a safe deposit for small sums, to make capital advances for the development of agriculture exclusively, and thus relieve the small landholder from the clutches of the usurer and provide him a working capital at reasonable expense, i. e., 10 per cent.

There is no question as to the value and necessity for such an organization in the Philippine Islands. Certain definite defects, however, have appeared. Some of these may be cured administratively and in other cases legislative action will be required.

There are very clear indications that the funds of the local associations are borrowed by individuals of sufficient influence, and reloaned at a higher rate of interest instead of being applied directly to agricultural purposes. Steps are being taken to correct this.

The associations have been of the greatest assistance to the small farmers and consequently to the building up of our agriculture. Great credit is due the representative of the department of agriculture and natural resources, Mr. A. W. Prautch, who has these organizations in charge.

#### PUBLIC LANDS

The work of the bureau of lands has been pushed forward as vigorously as possible. The establishment of a revolving fund has greatly facilitated the work of the surveys. The total number of cadastral and other surveys completed during the years 1923 and 1924 and the number of Torrens titles granted from 1921 to 1924 were as follows:

#### *Surveys completed*

	Lots or parcels	Area, in hectares
<i>During the year 1923</i>		
1. Cadastral surveys.....	59,984	255,319
2. Miscellaneous surveys.....	5,874	11,923
3. Private surveys.....	9,386	55,768
4. Isolated P. L. surveys.....	4,219	40,706
5. Reservation surveys.....	29	4,736
Total.....	79,492	368,452
<i>During the year 1924</i>		
1. Cadastral surveys under acts 2259 and 2874.....	23,017	72,650
2. Cadastral surveys under act 2989.....	825	1,161
3. Cadastral surveys under acts 2259 and 2874 completed in the field but not submitted.....	55,469	144,108
4. Miscellaneous surveys.....	3,995	6,050
5. Private surveys.....	9,068	43,080
6. Isolated P. L. surveys.....	3,167	32,037
7. Reservation surveys.....	24	175
Total.....	95,565	299,261

#### *Decrees (Torrens title) issued by the general land registration office*

Year	Decrees
1921.....	16,475
1922.....	13,996
1923.....	14,238
1924.....	22,465
Total.....	67,174

## BUREAU OF FORESTRY

The remarks concerning the work and responsibilities of the Bureau of Forestry in last year's report are repeated:

The responsibilities of the bureau of forestry are constantly growing. Applications for timber permits are increasing. The output of lumber has greatly increased over preceding years. Increased work has been thrown on the bureau incident to timber scaling, land classification, and prevention of forest fires. The technical personnel of this bureau is an inspiration in their ability to meet in effective manner the heavy demands which are made upon it. A larger appropriation must be obtained in the future if the important work of protecting our forests is to be effectively done. The importance of forest protection is commencing to be understood. Earnest efforts have been and are being made to prevent destruction of forests through *kaingin*, a practice of the natives of burning off a piece of forest every year or two to secure new land and letting the heretofore cultivated land go into cogon grass or weeds. This practice has prevailed among the mountain and hill people since the early days and has been destructive of enormous areas of timber. The resources of Philippine forests have as yet hardly been touched, and with the proper handling of this source of wealth in the years to come and their proper conservation they should become a permanent asset. Shortage of personnel results in great losses. It is a penny-wise and pound-foolish policy.

The situation of the bureau is practically unchanged except in that there has been some additional personnel authorized. There has been a very great increase in the output of lumber, with resulting increase in the work and responsibility thrown upon the bureau. The increase in personnel engaged in protecting the government's interests will result in increase in revenues far in excess of its cost.

## BUREAU OF SCIENCE

The bureau has been ably and efficiently conducted and has continued to render most valuable services to the insular government and to the public generally. Its activities are on the lines set forth in last year's report. It is one of the most valuable bureaus of the government and should receive liberal support. The bureau suffered a great loss in the resignation of the director of the bureau, Dr. E. D. Merrill, who resigned in order to accept the position of dean of the College of Agriculture, University of California. Doctor Merrill's work was of the greatest value to the people and government of the Philippines and was rich in scientific achievement. The vacancy which occurred in the bureau of science due to his resignation was filled by the appointment of Dr. William H. Brown, an experienced and highly trained official.

## FISHERIES

Our fisheries represent an almost undeveloped source of potential wealth. The total value of the output of our unorganized fisheries constitutes one of the most valuable products of the island industry. Possibilities of further development are almost limitless. Attention is invited to the recommendations embodied in last year's report.

Effort is being made to stock some of our inland lakes and waters with suitable types of edible fish. Appropriations were very limited, and the effort is a very small one in comparison with what should be done.

## MINING

The remarks and recommendations made in last year's report are renewed. The mining situation is practically as stated therein:

The search for petroleum continues thus far without notable success. The crying need of the situation is liberalization of mining laws. At present they are such as to discourage investment of capital. The present law limiting the number of claims owned by an individual or company upon a lode or vein to one discourages the development of mining, and the export tax, called a wharfage tax, on ores discourages all attempt to develop our valuable and almost limitless supply of iron ores.

The mining industry is laboring under the handicap of restrictive legislation, which tends to discourage development of what might be an important industry. Legislation is needed which will permit of consolidation of development work on adjacent claims, which will permit a man or organization to own stock in more than one mine, and which will allow the establishment of more than one claim upon the same lode or vein. Legislation to this end has been recommended but not yet enacted.

The islands have been only superficially prospected. The mineral resources are of great value. Coal exists in large amounts and there are very large deposits of iron and copper. There are also large deposits of asphalt rock in Leyte.

## COMMERCE AND COMMUNICATIONS

There has been steady growth of the insular commerce and steady improvement in the insular communications, as shown by the following figures:

*Total trade of Philippine Islands, 1923-24*

	1923	1924	Increased value	Per cent
Imports.....	P174,999,494	P216,021,790	P41,022,296	24
Exports.....	241,505,980	270,689,325	29,183,345	12
Total.....	416,505,474	486,711,115	70,206,641	17

*Comparative statement of total trade with leading countries for 1923 and 1924*

Country	1923	1924	Per cent increase (+) or decrease (-)	Rank	
				1923	1924
United States.....	P270,799,116	P315,425,011	+17	1	1
Japan.....	31,499,107	29,631,595	-6	2	3
United Kingdom.....	23,329,412	30,026,083	+22	3	2
China.....	15,937,043	19,949,495	+20	4	4
Spain.....	10,836,674	10,218,899	-6	5	6
French East Indies.....	8,325,953	19,756,589	+137	6	5
France.....	7,198,657	7,014,636	-1	7	9
Germany.....	6,632,640	9,524,176	+44	8	7
Dutch East Indies.....	6,349,601	7,256,483	+14	9	8
Australia.....	6,245,914	6,175,386	-1	10	10

*Ten principal imports*

	1923	Per cent of total	1924	Per cent of total	Per cent increase (+) or de- crease (-) over 1923
Cotton and its manufactures.....	P46, 270, 197	26	P49, 379, 481	23	+6
Iron and steel.....	17, 392, 001	10	24, 094, 119	12	+38
Rice.....	7, 412, 861	5	18, 525, 837	8	+149
Mineral oil.....	13, 360, 632	8	17, 340, 039	8	+29
Meat and dairy products.....	8, 607, 791	5	9, 862, 502	4	+14
Wheat flour.....	6, 995, 754	4	8, 042, 178	4	+14
Automobiles, parts, and tires.....	4, 434, 151	2	6, 484, 206	3	+46
Paper.....	6, 105, 883	3	6, 304, 187	3	+3
Coal.....	4, 997, 302	3	4, 581, 515	2	-8
Silk.....	3, 257, 122	2	4, 371, 446	2	+34

*Ten principal exports*

	1923	Per cent of total	1924	Per cent of total	Per cent increase (+) or de- crease (-) over 1923
Sugar.....	P69, 038, 246	29	P83, 736, 173	31	+21
Hemp.....	49, 903, 150	21	59, 900, 916	22	+20
Coconut oil.....	28, 133, 164	10	37, 622, 061	14	+34
Copra.....	38, 493, 998	16	30, 703, 764	11	-20
Tobacco products.....	21, 034, 893	9	19, 725, 718	8	-6
Embroideries.....	12, 746, 529	6	9, 377, 943	3	-26
Maguay.....	4, 182, 086	2	5, 845, 278	2	+39
Lumber.....	3, 077, 507	1	4, 050, 370	2	+31
Copra cake and meal.....	1, 798, 548	1	3, 426, 674	1	+90
Hats.....	1, 258, 464	1	2, 452, 960	1	+94

*Bureau of public works expenditures*

	1923	1924	Per cent increase
Road and bridge work.....	P7, 170, 870	P8, 131, 068	13
Building work.....	2, 275, 758	2, 911, 816	28
Port works.....	2, 506, 061	3, 197, 016	28
Water supply.....	696, 887	751, 912	8
Irrigation.....	1, 884, 830	2, 050, 703	9
Operation of auto lines, quarries, and supervision of motor-vehicle traffic.....	243, 392	286, 000	18
Miscellaneous items.....	1, 045, 404	846, 402	19
Total.....	15, 823, 206	18, 174, 918	21

*General summary of bureau of public works activities*

	1923	1924	Per cent increase (+); de- crease (-)
First-class road in existence..... kilometers..	5, 140	5, 488. 3	+7
Second-class road in existence..... do.....	2, 196	2, 123	-3
Third-class road in existence..... do.....	2, 795	2, 704	-3
Trails..... do.....	4, 705	4, 808	+2
Bridges.....	7, 586	7, 613	+4
Kilometer cost of maintenance, first-class road.....	P632. 56	P812. 70	+28
Successful deep wells.....	71	104	+46
Reinforced concrete buildings constructed (over 100 cubic meters capacity).....	69	78	+13
First-class road constructed.....	158	347	+120
Bridges.....	24	30	+25
Waterworks projects constructed.....	18	29	-----

<sup>1</sup> 14,670 population.<sup>2</sup> 38,000 population.



One hundred and twenty-two provincial and municipal waterwork projects have been completed, costing ₱4,481,118.66.

One hundred and one systems are under consideration.

*Corporations organized*

	1923	1924	Per cent decrease (-); increase (+)
Domestic:			
Number.....	333	301	-10
Capital stock.....	₱33,982,200	₱16,319,000	-52
Actually paid in.....	4,815,460	3,895,271	-19
Foreign:			
Number.....	7	12	+71
Capital stock.....	₱7,750,000	₱180,796,750	+3,704
Actually paid in.....	3,615,310	157,175,297	+4,248

*Partnerships*

	1923	1924	Per cent decrease
Number.....	216	216	-----
Capital.....	₱10,260,861	₱7,032,830	31

BUREAU OF SUPPLY

	1923	1924	Decrease	Per cent
Stock on hand.....	₱2,388,747.87	₱1,185,267.85	₱1,203,480.02	50

BUREAU OF POSTS

*Money orders*

	1923	1924	Per cent increase (+); decrease (-)
Number sold (domestic).....	875,715	953,880	+9
Value.....	₱37,298,758	₱42,328,046	+13.5
Value sent out of Philippine Islands.....	₱3,605,610	₱2,596,507	-28
United States and foreign orders paid in Philippine Islands.....	₱3,177,683	₱4,129,797	+30
Net operating profit of bureau of posts.....	₱221,482	₱259,534	+13
Personnel.....	3,355	3,339	-0.5

*Tourist service*

	1923	1924	Per cent
Total number of persons guided.....	2,488	2,523	+1

Mr. Jose Paez, director of public works, resigned in order to accept the position of general manager of the Manila Railroad Co. Mr. Paez has rendered long, excellent, and most valuable service. He was succeeded by Mr. A. D. Williams, chief of the irrigation division of the bureau, an official of sound training, marked ability, and long, efficient service.

The extension in the mileage of first-class highways has not been as great as would have been the case had it not been necessary to increase the surfacing of nearly all of our first-class roads incident to the rapid growth of heavy motor and automobile traffic which has been very destructive to the roads, which when originally built were designed only for ordinary vehicles and comparatively light motor traffic. A total of 1,516 public utility licenses were issued in 1924, an increase of about 50 per cent over the previous year. More than 1,000 of these were for automobiles and trucks.

Radio communications have been improved, post, telephone, and telegraph service extended, and the lighthouse system improved. Radio communications improved largely through the work of the radio board composed of the representatives of the Army and Navy and the bureau of posts.

The increase in communications under the supervision of the bureau of posts includes four radio stations and certain increases in telephone and telegraph lines.

Legislation was approved granting franchises to the Radio Corporation of America and to the Far Eastern Radio Corporation. The establishment of these companies will tend greatly to improve radio communications between ship and shore, as well as communications within the islands and with foreign countries. A great need of the islands is the establishment of long-distance telephone systems. At present practically all rapid communication between Provinces and cities is carried on by telegraph. Long-distance telephone lines are especially needed between Manila and Baguio, where many Manila business men and visitors spend a considerable portion of their time.

#### INTERISLAND SHIPPING

My remarks in last year's report are repeated:

The 12,000,000 people of the Philippines live on many islands, and if there is one thing above others which affects their comfort and prosperity it is interisland water transportation. At present it is very unsatisfactory and conditions are such as to discourage the development of the country. Efforts have been made and will continue to be made to improve conditions of service and to secure, through the public utility commission, better rates. We need additional lines, more regular service, better boats, lower rates on freight, and in order that the shipping companies may meet these conditions the requirements imposed upon vessels as to the number of officers and men in the crew should be revised.

Great reduction has been made in the number of ships operated by the insular government. The number of these has been reduced about 40 per cent and the cost of maintenance of insular government shipping as a whole has been reduced over 50 per cent during the last two years. A number of the old government vessels have been sold during the year and are now engaged in interisland trade.

#### LABOR

Labor in the Philippine Islands is adequate to meet the demands of the situation wherever well treated and reasonably well paid. Many thousands of Filipino laborers are engaged in Hawaii, where

the demand for Filipino laborers is constantly increasing. Those who have had trouble with labor are generally those who failed to pay a fair wage, to properly house their laborers, look after their health, and provide some form of amusement for them; in other words, those who have shown lack of human interest in the welfare of those who work for them.

The complex labor problems which exist in the more highly organized countries are as yet unknown in the Philippines, and there will be little difficulty with labor for years to come, provided it is well treated, reasonably well paid, and properly looked after.

#### COAST AND GEODETIC SURVEY

Steady progress was made during the year in the great task of charting of Philippine waters. Three ships were employed in the work.

A considerable area was covered, especially along the north coast of Luzon between Luzon and the Bashi Channel, also much work in southern waters in the vicinity of the Sulu Archipelago. Considering that there are about 3,000 islands in the Philippine Archipelago, the magnitude and difficulty of the work will be appreciated.

#### CIVIL SERVICE

The Bureau of Civil Service has been most satisfactorily and efficiently conducted. The following table shows the comparison between 1923 and 1924 in the personnel of the Insular Civil Service:

	July 1, 1923	Per cent of total	July 1, 1924	Per cent of total	Per cent increase (+); de- crease (-)
Americans.....	<sup>1</sup> 562	3.96	<sup>2</sup> 526	3.34	-6
Filipinos.....	14, 167	96.04	15, 212	96.66	+7

<sup>1</sup> 309 teachers.

<sup>2</sup> 325 teachers.

#### GOVERNMENT PERSONNEL

The number of persons employed in each of the different executive departments on July 1, 1924, as compared with the number employed on July 1, 1923, is as follows:

	1923	1924
Offices under the Governor General.....	301	319
Department of the interior.....	5, 403	5, 856
Department of public instruction.....	2, 303	2, 488
Department of finance.....	1, 082	1, 105
Department of justice.....	1, 373	1, 574
Department of agriculture and natural resources.....	1, 377	1, 473
Department of commerce and communications.....	2, 476	2, 513
Total.....	14, 315	15, 328

The appointment of additional teachers, health officers, and land inspectors, the creation of new positions in the judiciary consequent upon the passage of the reorganization act, and the extension of the

classified service as a result of the campaign to reduce the number of temporary employees, have contributed mainly to the increase in personnel noted.

The turnover during the year has been  $7\frac{1}{2}$  per cent, the lowest percentage on record. The number of removals for cause has likewise considerably decreased, there being only 47 persons separated for dishonesty, 33 for inefficiency, and 23 for all other causes.

#### **BUREAU OF AUDITS**

The varied and exacting duties of the insular auditor have been discharged with marked efficiency and thoroughness, and have resulted in great benefit to the insular government in establishing better methods of accounting and more rigid auditing. Upon the efficiency of this office depends in a large measure the safeguarding of government expenditures and the efficient conduct of the financial affairs of the government and the government-owned companies.

#### **LEGISLATION**

The same general delay in the receipt of measures approved by the legislature occurred as during the preceding year. Only eight of the bills passed reached me prior to the adjournment of the legislature. Fifty-eight were received 20 days after adjournment and seven still later. Consequently the great mass of the bills were received only a few days prior to the end of the period of 30 days allowed the Governor General for action, and had to be passed upon during a period of a few days. Had the measures been received earlier the defects in a number of the bills might have been corrected and a veto avoided, but under the procedure followed the legislature had adjourned long before the greater part of the bills were received, and consequently there was no opportunity for conference or return of the bills to the legislature for correction of defects. The statement of reasons for veto in each case has been furnished the legislature. Copies of all bills vetoed and veto messages have been sent to the bureau of insular affairs. A list of measures enacted by the Sixth Philippine Legislature during its third session, July 16 to November 9, 1924, is attached hereto as Exhibit C. The recommendations in my message to the third session of the Sixth Philippine Legislature are also attached hereto as Exhibit B.

#### **AMERICAN GUARDIAN ASSOCIATION**

The American Guardian Association continued its excellent work throughout the year and is doing much in the care and education of American mestizo children whose fathers have died or abandoned them or are unable to support them. The work of the organization is deserving of the highest praise.

#### **WOMEN'S CLUBS**

One of the strongest influences for building up a healthy interest for good provincial and municipal government is that of the numerous women's clubs. They have done excellent work, especially in behalf of child welfare, public health, public instruction, private and public morality, and the stimulating of interest in local government—municipal and provincial.

The work done by the women and their attitude in public affairs justifies me in renewing the recommendation made in last year's and preceding reports that suffrage be granted to women to the same extent and under the same conditions as to men.

#### BUREAU DIRECTORS

As a rule the bureau directors discharged the duties pertaining to their various offices satisfactorily and efficiently and contributed very largely to the successful conduct of the government during the year. The directors of the various bureaus represent the most experienced and highly trained personnel in the government service. More detailed reference concerning their duties and the manner of their discharge will be found in the reports of the department secretaries.

#### ATTACHED STAFF

The attached staff, Brig. Gen. Frank R. McCoy, Col. E. L. Munson, Lieut. Col. Gordon Johnston, Col. George T. Langhorne, and Col. John L. Shepard, Col. Lucien R. Sweet (Philippine Constabulary), and Lieut. Osborne C. Wood, all rendered efficient and valuable service. The relief of Lieut. Col. Gordon Johnston, assistant to the Governor General, Lieut. Osborne C. Wood, aid-de-camp in the early portion of the year, Col. E. L. Munson, medical department, assistant and adviser to the Governor General in public health matters, and of Lieut. Col. Lucien R. Sweet (Philippine Constabulary), aid-de-camp during the latter part of the year, and the assignment of Maj. Burton Y. Read as aid-de-camp in place of Lieut. Osborne C. Wood, of Col. John L. Shepard as assistant and adviser in public health matters, and of Lieut. Col. R. A. Duckworth-Ford (Philippine Constabulary) as an aid-de-camp were the only changes in the attached staff for 1924. Mr. J. M. Woolfolk, assistant secretary to the Governor General, resigned the latter part of the year. The services of the members of the attached staff have contributed largely to whatever measure of success has been attained in the conduct of the insular government. Gen. Frank R. McCoy acted as chief of the attached staff during the year and rendered exceptionally valuable and helpful service.

I wish to express again my appreciation, after further close associations in the administration of the government, of the efficient and valuable services of the vice governor, secretary of public instruction, the department secretaries, the acting secretaries, and the bureau chiefs and their subordinates throughout the service. Association with them has been harmonious and cordial, and there has been a fine spirit of cooperation in our mutual efforts to secure best results. I also wish to again express my appreciation of the faithful and efficient services of the personnel of the Governor General's office, especially of my secretary, Mr. C. W. Franks, all of whom have worked cheerfully and efficiently regardless of hours whenever there has been need of extra service.

Very respectfully,

LEONARD WOOD,  
*Governor General.*

To the SECRETARY OF WAR,  
*War Department, Washington, D. C.*



## APPENDIXES TO ANNUAL REPORT

THE GOVERNMENT OF THE PHILIPPINE ISLANDS,  
BUREAU OF AUDITS,  
Manila, June 30, 1924.

### APPENDIX A

IN RE THE STANDING ANNUAL APPROPRIATION OF ONE MILLION PESOS TO DEFRAY THE EXPENSES OF THE INDEPENDENCE COMMISSION AS PROVIDED IN ACT NO. 2933 OF THE PHILIPPINE LEGISLATURE APPROVED DECEMBER 15, 1920.

On or about February 15, 1924, the insular auditor, questioning the constitutionality of Act No. 2933, creating a standing annual appropriation of one million pesos to defray the expenses of the independence commission, created in accordance with Concurrent Resolution No. 20, adopted November 7, 1918, and confirmed by Joint Resolution No. 13, approved March 8, 1919, suspended further payments under the act pending a full investigation of the questions involved.

It was later agreed to pay all legitimate expenses incurred under the act in question up to March 1, 1924, on or about which date formal notice of the suspension of payments was given to the authorities concerned.

#### ACTS OF THE PHILIPPINE LEGISLATURE QUOTED

For convenience, Act No. 2933, as well as the resolutions leading up to it, are quoted in full.

##### "CONCURRENT RESOLUTION NO. 20

"Providing for the appointment of a commission of independence.

*"Resolved by the Philippine Senate, the House of Representatives concurring,* That there be, as there is hereby, created a joint commission composed of the presiding officers of both houses of the legislature and of such other members as said presiding officers may designate from time to time, for the purpose of studying all matters related to the negotiation and organization of the independence of the Philippines. This commission shall be briefly named the commission of independence and, upon appointment, may make recommendations to the legislature, on one single occasion or from time to time, as it may deem proper, in respect to all or only some of the points embraced in its mission, including the following:

"(a) Ways and means of negotiating now for the granting and recognition of the independence of the Philippines;

"(b) External guaranties of the stability and permanence of said independence as well as of territorial integrity; and,

"(c) Ways and means of organizing in a speedy, effectual, and orderly manner a constitutional and democratic internal government.

"Adopted November 7, 1918."

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#### JOINT RESOLUTION NO. 11

"Approving the action of the commission of independence in sending an extraordinary mission to the United States.

*"Be it resolved by the Senate and the House of Representatives of the Philippines in legislature assembled and by the authority of the same:* (1) That the action taken by the commission of independence created by the Philippine Legislature, in sending an extraordinary mission to the United States for the purpose of furnishing information to said commission and assisting it in its labors, is hereby approved. It shall be the special duty of the mission, during its sojourn in the United States, to endeavor by all means within its power to strengthen the bonds of good will and mutual confidence that now exist between the people

of the United States and the Filipino people and to procure the free development, upon ample and durable foundations, of the commercial relations between both countries. The Honorable Manuel L. Quezon, chairman of the commission of independence on the part of the Philippine Senate, shall preside over and direct the extraordinary mission above mentioned. Said mission shall be composed of such members of the legislature, government officials, and private citizens of the Philippine Islands, not exceeding the total number of twenty-five, as the presiding officers of both houses shall jointly designate. The Resident Commissioners of the Philippines in the United States shall be ex-officio members of the mission hereby authorized, which shall receive its instructions from the Philippine Legislature, through the commission of independence, and, through the same channel, shall render report of the work accomplished.

"(2) *Be it further resolved*, That, to defray the expenses incident to the fulfillment of the duties of the mission referred to in the preceding paragraph, any funds appropriated for the Philippine Legislature or for either of the houses thereof are hereby made available.

"Adopted November 15, 1918."

#### JOINT RESOLUTION NO. 13

"Confirming and ratifying the creation of the independence commission, continuing said commission in existence until its purposes shall have been attained, and for other purposes.

"Whereas the national aspiration of the Filipino people to its independence, formally declared and repeatedly reiterated by its constitutional representatives in the legislature, has been officially communicated to the Government of the United States:

"Whereas the United States, far from failing to recognize the legitimacy of said aspiration, has repeatedly declared that it is not opposed to the concession of said independence; that its occupation of the territory of the Philippines is but temporary and only for the felicity, peace, and prosperity of the people inhabiting the same, and that upon the establishment of a stable government in the Philippine Islands these will be granted their independence;

"Whereas it is an evident and undeniable fact, especially in the light of the events of the last five years of universal difficulties and disturbances caused by the recent war, that conditions of complete stability exist in the Philippine Islands, so that, within a perfect state of law and order, all the inhabitants of the country, Americans, foreigners, and nationals alike, have been guaranteed the most ample and complete enjoyment of the rights recognized in civilized and free nations and guaranteed by the laws of the Philippine Islands;

"Whereas, in order to accelerate the establishment of an independent government, as has been and is the purpose formally declared by the United States in the act of Congress of August twenty-ninth, nineteen hundred and sixteen, there has been created by the Philippine Legislature an independence commission for the purpose of studying and making recommendations upon all matters related with the negotiation and organization of the independence of the Philippine Islands;

"Whereas the present condition of the international relations and the principles of justice and liberty that will hereafter govern the same are favorable to the establishment of an independent Philippine government: Now, therefore, be it

*"Resolved by the Senate and House of Representatives of the Philippines in legislature assembled, and by the authority of the same:* (1) That the creation of the independence commission organized on November ninth, nineteen hundred and eighteen, in accordance with Concurrent Resolution Numbered 20 of the Philippine Legislature, entitled 'Concurrent resolution providing for the appointment of a commission of independence' be, and the same hereby is, confirmed and ratified. The powers and duties of said commission shall be the same as prescribed in said concurrent resolution which, for all purposes, is hereby made a part hereof; and hereafter the independence commission shall exercise and perform said powers and duties and, in addition thereto, such other functions as may be assigned to it by the President or the Congress of the United States or by the Philippine Legislature, and all other functions and powers that the presiding officers of said commission may deem necessarily incidental to the carrying out of the purposes of the commission.

"(2) That unless otherwise provided by the Philippine Legislature the commission shall continue to exist until the purposes for which it was created shall have been attained. The present presiding officers and members of the com-



mission shall continue to hold office until their successors shall have been duly elected and qualified, as presiding officers and members, respectively, of said commission.

"(3) That the special mission sent to the United States in accordance with Joint Resolution Numbered 11 of the Philippine Legislature, entitled 'Joint resolution approving the action of the commission of independence in sending an extraordinary mission to the United States,' dated November fifteenth, nineteen hundred and eighteen, shall continue to report through the independence commission, and said commission shall have full power and jurisdiction to act for the Philippine Legislature and represent it in all respects during the recess of said legislature. The steps taken by the independence commission or its presiding officers with respect to the purposes and work of said mission are expressly approved, ratified, and confirmed, and said commission is expressly vested with plenary power, jurisdiction, and authority to give the mission, in the name of the Philippine Legislature, such additional instructions as the commission may deem proper.

"(4) In the performance of its duties the independence commission may designate such officers and agents within the country or abroad, including special missions or delegations, as may be deemed necessary; and with the authorization of the Governor-General or of the respective department head, any officer or employee of the government may be required to render service to the commission, and such per diems or additional compensation may be granted as the commission may authorize, any provision of existing law to the contrary notwithstanding.

"(5) The independence commission shall meet at the call of its presiding officers, who may prescribe rules for the performance of the duties of the several committees or subcommittees. In case of the temporary absence or incapacity or of the resignation of any member, the president of the senate and the speaker of the house of representatives shall, if necessary, designate a substitute or successor, as the case may be. It shall be understood, for all legal purposes, that wherever the existing law mentions the president of the senate or the speaker of the house of representatives, it shall be deemed to refer to those at present holding said offices, until their successors shall have been duly elected and qualified.

"Approved March 8, 1919."

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"No. 2933

"AN ACT To provide for a standing appropriation of one million pesos per annum for the independence commission

*"Be it enacted by the Senate and the House of Representatives of the Philippines in legislature assembled, and by the authority of the same, Section 1, A standing appropriation of one million pesos per annum is hereby made out of any funds in the insular treasury not otherwise appropriated to defray the expenses of the independence commission, including publicity and all other expenses in connection with the performance of its duties. This credit shall be considered as included in the annual appropriation for the senate and the house of representatives, at the rate of five hundred thousand pesos for each house, although the appropriation acts hereafter approved may not make any specific appropriation for said purpose: Provided, That no part of this sum shall be set up on the books of the insular auditor until it shall be necessary to make the payment or payments authorized by this act.*

"SEC. 2. This act shall take effect on January first, nineteen hundred and twenty-one.

"Approved December 15, 1920."

It will be noted that the concurrent resolution above quoted as well as Joint Resolution No. 11, not having been approved by the Governor-General, do not have the force of law except as they are incorporated into Joint Resolution No. 13, which was duly approved by the Governor-General March 8, 1919.

CONSTITUTION, PURPOSE, POWERS, AND DUTIES OF INDEPENDENCE COMMISSION

In substance the Philippine Legislature has, in the above legislation, created an independence commission which shall "continue to exist until the purposes for which it was created shall have been attained," to be composed of the pre-

siding officers of both houses of the legislature and of such other members as said presiding officers may designate from time to time. It also specifically constitutes membership in the commission *an office*.

The independence commission was created "for the purpose of studying all matters related to the negotiation and organization of the independence of the Philippines." There are also embraced within its mission the following:

"(a) Ways and means of negotiating now for the granting and the recognition of the independence of the Philippines;

"(b) External guaranties of the stability and permanence of said independence as well as of territorial integrity; and,

"(c) Ways and means of organizing in a speedy, effectual, and orderly manner a constitutional and democratic internal government."

In addition to the above the commission is authorized to exercise and perform "such other functions as may be assigned to it by the President or the Congress of the United States or by the Philippine Legislature, and all other functions and powers that the presiding officers of said commission may deem necessarily incidental to the carrying out of the purposes of the commission." It is also given power to designate special missions or delegations within the country or abroad.

#### CONSTITUTIONALITY OF ABOVE ACTS OF THE LEGISLATURE

The legality of the resolutions above quoted, and of Act No. 2933, is brought into question for the following reasons:

(a) The subject matter does not come within the province of the Philippine Legislature.

(b) The constitution of the independence commission is contrary to the provisions of the organic act, commonly known as the "Jones law."

(c) The functions of the independence commission embrace purely executive functions contrary to the provisions of the organic act.

The points raised are discussed briefly in their order.

(a) Obviously no question arises as to the authority of the legislature to appoint a committee composed of its own members to investigate and report upon all matters requiring legislation which come within its province. The question here raised, however, is that the subject matter of the legislation under discussion does not come within the province of the legislature.

Every member of the legislature, before assuming the duties of his office, takes a solemn oath to the effect that he will maintain true faith and allegiance to the sovereignty of the United States in these islands. Under these circumstances it is not apparent how the legislature, in consonance with such oath, can enact legislation providing for the appointment of its own members to a committee or commission and place large sums of money at its disposal annually for the express purpose of abrogating the existing form of government under which the sovereignty of the United States is exercised and to which sovereignty its members have sworn true faith and allegiance.

The sovereignty of the United States over the Philippine Islands can not be questioned. It is established by treaty which, equally with the Constitution, is the supreme law of the land. The right of exercising this sovereignty is vested in Congress as the agent of the people of the United States, and Congress, in the exercise of its authority, has in the organic act provided a form of government for the islands. This act provides for an elective legislature to which is delegated certain powers. In the absence of an express provision to that effect it is unreasonable to believe that Congress intended to delegate to the Philippine Legislature authority to legislate with reference to the sovereignty of the United States over these islands, more expressly the authority to appropriate public funds to be used by a committee or commission of the legislature for the purpose of alienating the sovereignty of the very power which supposedly delegated such authority.

It is, therefore, clearly not within the province of the Philippine Legislature to enact laws with reference to "independence" which by their very nature affect the sovereignty of the United States over the islands. However, the right of the legislature to petition Congress for a modification of the present form of government, or for permission to establish a form of government which might be completely independent of the present sovereign authority, is not brought into question.

This opinion is confirmed by the opinion of the Attorney General of the United States rendered April 30, 1924, in which he states that—

"The independence commission is in no sense a subordinate committee or agency of the Philippine Legislature charged with the duty of securing statistics

and information to enable the parent body to function properly and intelligently, for it is no part of the duty of the legislature to enact laws with respect to Philippine independence, and it has no power in that respect, the determination of such questions being within the exclusive power and control of the Congress of the United States.

"The functions and powers confided to the commission by the concurrent and joint resolutions are various, delicate, and important and involve matters entirely independent and beyond the control of the legislature, including negotiations with other countries, appointment of missions to various countries, and the instructions and control of the actions of such commissions. These duties and powers are in the highest degree authoritative, discretionary, and final in their character and in a sense the honor and integrity of the people of the Philippine Islands are intrusted the keeping of the commission."

Therefore, if it were not within the powers of the legislature to create the independence commission with the enumerated powers, duties, and functions conferred upon it, the legislature was without power to appropriate public funds to be expended by such commission. It follows that Joint Resolution No. 13, approved March 8, 1919, and, by virtue of inclusion therein, Concurrent Resolution No. 20, adopted November 7, 1918, Joint Resolution No. 11, adopted November 15, 1919, as well as Act No. 2933 of the Philippine Legislature, are unconstitutional and hence void and of no effect.

(b) Joint Resolution No. 13 specifically constitutes membership in the independence commission an office and limits such membership to members of the legislature. In view of the important duties and functions conferred upon the commission it is imperative to hold that membership in the commission not only constitutes an office but also an office of trust.

Section 18 of the organic act provides:

"No senator or representative shall, during the time for which he may have been elected, be eligible to any office the election to which is vested in the legislature, nor shall be appointed to any office of trust or profit which shall have been created or the emoluments of which shall have been increased during such term."

In accordance with the above provision members of the Philippine Legislature are not eligible for appointment or election to the independence commission, nor can any member of said legislature be lawfully appointed to membership on said commission.

The Attorney General of the United States, in his opinion above referred to, makes the following comments on this phase of the question (April 30, 1924):

"The obvious purpose of Congress in placing restriction upon the power of the Philippine Legislature to elect its own members to office and upon its power to appoint its members to any office created during their terms of office was to preclude the possibility of the legislature placing its own members in public positions other than their membership in the legislature, to which they were elected, involving the performance of public functions and the expenditure of public funds.

"The proper interpretation of the act of Congress in question, therefore, does not require or admit of resort to narrow and technical distinctions between the term "office" used in a restricted sense and other positions generally involving the performance of public functions or the expenditure of public funds.

"In either case the evil to be prevented is the same, and the purpose of the enactment is not to be thwarted by refinements of interpretation which would permit the legislature to appoint its own members to public positions such as are described and defined in the acts of the Philippine Legislature creating the commission of independence."

Joint Resolution No. 13, and, by virtue of inclusion therein, Concurrent Resolution No. 20 and Joint Resolution No. 11, being in direct violation of the provisions of the organic act, are, therefore, unconstitutional and hence void and of no effect. It follows also that, if the independence commission is unlawfully constituted, Act No. 2933, appropriating funds for its expenses, is equally unlawful.

(c) The powers, duties, and functions conferred upon the independence commission, other than as they relate to the studying of matters regarding "independence" and the making of recommendations to the legislature thereon, which matters of themselves are without the province of the legislature, inasmuch as it has no authority to legislate in the premises, are executive in their nature and, as such, come entirely within the province of the executive branch of the government.

Section 22 of the organic act provides—

“\* \* \* *Provided*, That all executive functions of the government must be directly under the Governor General or within one of the executive departments under the supervision and control of the Governor General.”

Further, the legislature makes regular annual provision for its expenses in the annual appropriation act. Therefore, the provision of the standing annual appropriation of a million pesos in Act No. 2933 can not be considered as necessary for the support of the legislature, and it must have been made for the accomplishment of some other public purpose, in which case the expenditure of the standing annual appropriation is an executive function which must, in accordance with the organic act, come directly under the authority of the Governor General or within one of the executive departments under his supervision and control.

In view of these facts, Joint Resolution No. 13, and, by virtue of inclusion therein, Concurrent Resolution No. 20 and Joint Resolution No. 11, as well as Act No. 2933, are unconstitutional, the former because they confer executive authority upon the commission which is neither under the control of the Governor General nor of an executive department under his control, and the latter, Act No. 2933, because it places a purely executive function, viz, the expenditure of public funds other than for the support of the legislature, in the hands of the legislature, contrary to the provisions of the organic act. Hence said resolutions and Act No. 2933 are void and of no effect.

#### AUTHORITY OF THE INSULAR AUDITOR

Holding the opinions above expressed as to the illegality of the acts of the legislature in question, there arises for consideration the question whether the insular auditor has any power or authority to refuse to allow funds to be drawn from the treasury in pursuance of the appropriation made in Act No. 2933.

Section 24 of the organic act provides that the auditor shall audit in accordance with law and administrative regulations all expenditures of funds or property pertaining to or held in trust by the government or the Provinces or municipalities thereof. It also provides that the administrative jurisdiction of the auditor over accounts, whether of funds or property, shall be exclusive; that the decisions of the auditor shall be final and conclusive upon the executive branches of the government, except that appeal therefrom may be taken by the party aggrieved or the head of the department concerned within one year; and that the auditor shall, except as herein provided, have like authority as that conferred upon the several auditors of the United States and the Comptroller of the United States Treasury. It is therefore pertinent to quote from the decisions of the comptroller.

In his decision on the Sugar Bounty case, under date of September 4, 1895, the comptroller says:

“This brings up, therefore, for consideration the question whether the comptroller has any power or authority, under any circumstances whatever, to question the constitutionality of a statute passed by Congress with all the legal formalities. It was most vigorously contended that he had not and that any attempt upon his part to do so would constitute a dangerous usurpation of power; that the question of the constitutionality of an act of Congress could only be decided by the courts, and that until so decided by the Supreme Court it was the duty of every executive officer to obey the act, although himself convinced of its unconstitutionality. By article 6 of the Constitution, the Constitution and the laws of the United States which shall be made in pursuance thereof, \* \* \* shall be the supreme law of the land.’ Laws not made in pursuance of the Constitution are not, therefore, the law of the land. The Constitution is supreme. Laws made in pursuance thereof are as binding as the Constitution itself, but when a law transcends the Constitution it is not binding because in conflict therewith, and the Constitution and not the act must prevail and be followed by executive officers as well as by the courts, and in fact by all individuals.

“The comptroller, when acting within his jurisdiction, must determine whether claims made against the United States are proper charges against the Treasury. A claim founded upon a statute passed under an erroneous construction of the Constitution, although apparently having greater sanction, has no more real validity than a claim founded upon an erroneous construction of a conceded constitutional act. The one should not be paid any more than the other, and it is clearly the duty of the comptroller, when called upon to pass judgment on such claims, to prevent the payment of both.

"\* \* \* Therefore when a statute is in apparent conflict with the Constitution it becomes the duty of the executive officer to determine for himself as between the statute and the Constitution whether the statute is the law."

Again, the comptroller quotes Attorney General Speed (11 Opin. A. G. 214) as follows:

"The Constitution is the supreme law—a law superior and paramount to every other. If any law be repugnant to the Constitution, it is void; in other words, it is no law. It is the peculiar province and duty of the judicial department to say what the law is in particular cases. But before such cases arise, and in the absence of authoritative exposition of the law by that department, it is equally the duty of the officer holding the executive power of the Government to determine, for the purpose of his own conduct and action, as well the operation of conflicting laws as the constitutionality of any one."

After quoting the above opinion the comptroller makes the following statement: "To the same effect are necessarily the decisions in all that well-established line of cases, holding that an executive officer can not justify himself for the doing of a wrongful act by relying upon the power conferred upon him under an unconstitutional statute."

In accordance with the organic act and with the above opinions, it is clearly within the jurisdiction of the insular auditor to determine whether a claim made against the Government is a proper charge against the Treasury. If, therefore, the auditor is convinced that an act of the Philippine Legislature is unconstitutional for any reason, it is clearly his duty to protect the interests of the people by refusing to allow any expenditure of public funds thereunder until such a time as the courts have finally passed upon the constitutionality of the act in question. Otherwise, being in the position of trustee for the people, he would be without power to protect the Treasury against unlawful claims involving large amounts. It is true that the auditor is responsible if he fails to execute a constitutional statute, but it is none the less true that he acts at his peril if he executes an unconstitutional statute.

The organic act, as above quoted, provides that the auditor shall audit expenditures of funds in accordance with the law. But what is the law in this case? As above stated, the auditor holds that the resolutions and act in the instant case are unconstitutional for the reasons stated. The Supreme Court of the United States has repeatedly held that an unconstitutional act is not a law; that it binds no one and protects no one. To quote the words of Mr. Justice Field:

"An unconstitutional act is not a law; it confers no rights; it imposes no duties; it affords no protection; it creates no office; it is, in legal contemplation, as inoperative as though it has never been passed."

Therefore, if the legislature exceeds the power conferred upon it by Congress in the passage of an act, that act is not the act of the people through their duly elected representatives, but the act of individual persons who falsely speak and act in the name of the people.

In the instant case the auditor holds that Joint Resolution No. 13, approved March 8, 1919, and, by virtue of inclusion therein, Concurrent Resolution No. 20, adopted November 7, 1918, Resolution No. 11, adopted November 15, 1918, as well as Act No. 2933 of the Philippine Legislature are unconstitutional for the reasons above cited, and hence are illegal, void, and of no effect, and that he is in no way bound by them. The suspension of further payments under Act No. 2933 is, therefore, made final, and no further payments arising from claims growing out of this act will be passed in audit.

BEN F. WRIGHT,  
*Insular Auditor.*

#### APPENDIX

MESSAGE OF GOVERNOR GENERAL LEONARD WOOD TO THE SIXTH PHILIPPINE LEGISLATURE, DELIVERED JULY 16, 1924, AT THE OPENING OF THE THIRD SESSION

##### *The Philippine Legislature:*

GENTLEMEN OF THE LEGISLATURE: I extend to you a most cordial welcome and trust the coming session will result in the enactment of much constructive legislation. To this end I assure you the full cooperation of the executive branch of the government.

A number of bills submitted by the secretaries of the various departments during the last session will be again presented and I trust will receive your favor-

able consideration. They have been prepared for the purpose of bettering the condition of the people, improving the administration of departments and bureaus, and building up economic independence by encouraging business and the development of our vast natural resources, increasing revenues and giving a larger measure of autonomy to Provinces and municipalities in the matter of levying taxes for public works, public instruction, and public health.

Public order has been very good with the exception of several armed uprisings against the authorities in the Moro Provinces of Lanao, Sulu, and Cotabato, and the Colorum disturbances in the vicinity of Surigao, Mindanao.

There has been gradual improvement in business and agricultural conditions. A larger proportion of taxes has been paid than during the preceding year. Insular revenues have increased and the general financial situation has improved.

Public health has been very good. There have been no serious epidemics. The death rate for 1923 is the lowest on record and is 14 per cent lower than the death rate for 1921. There has been a decided reduction in infant mortality, due in part to the good work of the woman's clubs and the public welfare commissioner, but as in previous years the great bulk of public health work has been performed by the public health service. Very valuable work has also been done by the missionary hospitals and dispensaries and the Red Cross.

The research work of the Rockefeller Foundation has contributed very greatly to the solution of our health problems, and the investigations and studies of the Army Research Board will furnish further valuable data.

Legislation has been enacted which provides for the gradual erection of provincial hospitals. On the whole, there is a growing interest in public health and a better understanding of the close relationship between it, economic development, and ultimate economic independence.

There has been steady progress in public instruction, limited only by available funds. Special effort has been made to maintain the elementary schools at maximum efficiency and to extend them as much as possible, as it is in these schools that over 96 per cent of our children receive their education.

There has been substantial growth in private schools and in enrollment in the University of the Philippines and other universities and high schools.

Encouraging progress has been made in preparation for national defense through the establishment of military training at the University of the Philippines, the Ateneo and the National University. The total enrollment of cadets under military instruction is 2,300.

Attention is invited to the necessity of providing adequate buildings and equipment for our larger agricultural schools, especially Muñoz, and of providing a fixed income for the University of the Philippines.

I urgently recommend study of the annual reports of the secretaries of the executive departments and of the bureau chiefs, which give an extensive survey of the activities of the government, and of my annual report of 1922, and the recommendations made to you in my annual message of 1923. I also most earnestly invite your attention to the necessity for the enactment of measures which will tend to economic development, especially the development of our vast and almost untouched natural resources which, under proper management, will be a source of almost limitless wealth. Most creditable progress in education and marked advance in political development have been made, but very little has been done to encourage economic development, yet it is upon this that the desired further progress in education, governmental activities, and political development very largely depend.

Your attention is especially invited to the following:

The necessity of protecting and developing our fisheries, which, under proper supervision and direction, will provide a supply of this most important food sufficient not only for the needs of the Filipino people but a vast supply for export. Our fisheries are a source of great potential wealth at present undeveloped and neglected.

The importance of such modifications of the mining laws as will encourage the development of our mineral resources.

The importance of such modifications of the laws governing the lease of public domain as will encourage the cultivation of rubber, cinchona, and other products, to which the islands are well adapted, while safeguarding the public interest and that of coming generations.

The desirability of abolishing the export tax commonly known as the wharfage tax, which is prejudicial to mining, to commerce, and to agriculture.

The importance of modifications or revision of our shipping laws on lines already indicated.

The desirability of combining the public welfare service with the public health service in the manner previously recommended. This is important from the standpoint of public interest, efficiency, and economy.

The urgent necessity of providing a suitable asylum for the care and treatment of the insane.

Finally, your attention is invited to the need of providing adequate personnel for the protection of our forests and efficient collection of forest dues, internal revenue, and customs; also the importance of supplying sufficient personnel in the bureau of lands to handle promptly the increase of work due to the assignment of additional judges to land cases. I bespeak your cooperation in our effort to work out the problems which confront us to the best advantage of all concerned.

Very respectfully,

LEONARD WOOD,  
*Governor-General.*

#### APPENDIX C

##### LIST OF ACTS ENACTED DURING THE THIRD SESSION OF THE SIXTH PHILIPPINE LEGISLATURE

3165. An act to appropriate additional funds for the expenses of the Senate and House of Representatives of the Philippines for the year 1924. Approved September 16, 1924.
3166. An act providing for the use of rinderpest vaccine in the control of rinderpest and other contagious and infectious cattle diseases, appropriates the sum of 1,000 pesos, and for other purposes. Approved October 2, 1924.
3167. An act to amend sections 2188, 2189, 2190, and 2191 of act No. 2711, known as the Administrative Code, relative to the supervisory authority of the provincial governor over municipal officers and the duration of the suspension of the latter in case it is ordered, and for other purposes. Approved October 2, 1924.
3168. An act amending act No. 3114, which appropriates 1,000,000 pesos to be disbursed as insular aid for the construction and equipment of hospitals in the regularly organized Provinces, adding new section thereto and for other purposes. Approved October 15, 1924.
3169. An act to amend section 2465 of act No. 2711, known as the Administrative Code, as amended by act No. 3043. Approved October 16, 1924.
3170. An act to amend section 232 of act No. 190. Approved October 24, 1924.
3171. An act to amend section 78 of the Code of Civil Procedure, as amended by act No. 2111. Approved October 30, 1924.
3172. An act to amend section 954 of act No. 2711, known as the Administrative Code. Approved November 21, 1924.
3173. An act providing for the maintenance in the insular treasury of a special fund to be known as pension and retirement fund for certain officers of the Philippine health service, and prescribing ways and means for its creation and application, and for other purposes. Approved November 24, 1924.
3174. An act to rehabilitate the Philippine National Bank, making certain appropriations for this purpose, and amending the charter of said bank contained in act No. 2612, as amended, and for other purposes. Approved November 24, 1924.
3175. An act amending section 369 of the Administrative Code. Approved November 24, 1924.
3176. An act to amend section 685 of act No. 190, known as the Code of Civil Procedure, establishing a new procedure for the liquidation of the community property when the marriage is dissolved by the death of the husband or wife, and for other purposes. Approved November 24, 1924.
3177. An act to amend sections 1184, 1185, 1189, 1192, and 1198 of the Administrative Code. Approved November 24, 1924.
3178. An act granting to the Radio Corporation of America a franchise to construct, maintain, and operate in the Philippine Islands a station for the reception and transmission of wireless long-distance messages. Approved November 24, 1924.
3179. An act to amend sections 3, 9, and 12 of act No. 2613, entitled "An act to improve the methods of production and the quality of tobacco in the Philippines and to develop the export trade therein," and for other purposes. Approved November 25, 1924.

3180. An act granting a franchise to Far Eastern Radio (Inc.), for the establishment, maintenance, and operation of radio broadcasting and radio-telephonic and radiotelegraphic commercial services, and prescribing the conditions thereof. Approved November 25, 1924.
3181. An act to appropriate the sum of 6,250 pesos and 63 centavos for the payment of the expenses incurred by the Province of Surigao for the construction of a provincial jail and subsistence, medicines, and transportation for the so-called "colorum" prisoners, and for other purposes. Approved November 25, 1924.
3182. An act to amend paragraph 2 of section 11 of act No. 2985, as amended by act No. 3159, relative to the practice of the professions of engineer and architect. Approved November 27, 1924.
3183. An act to amend section 4 of act No. 3065. Approved November 27, 1924.
3184. An act to amend section 2126 of act No. 2711, known as the Administrative Code, and for other purposes. Approved November 27, 1924.
3185. An act to amend section 1 of act No. 2957. Approved November 27, 1924.
3186. An act to amend sections 264 and 287 of act No. 2711, commonly known as the Administrative Code. Approved November 27, 1924.
3187. An act extending the franchise of the Cebu Telephone & Telegraph Co. to include the Province of Cebu. Approved November 28, 1924.
3188. An act authorizing and directing the Governor General and the Manila Railroad Co. of the Philippine Islands to make an investigation and survey and submit their recommendations on the establishment of a railroad line in the Provinces of Leyte and Oriental Negros, and appropriating funds for this purpose. Approved November 28, 1924.
3189. An act to amend section 1 of act No. 2891, designating a new time limit for the filing of applications for retirement, and for other purposes. Approved November 29, 1924.
3190. An act granting the Manila Railroad Co. of the Philippine Islands authority to establish a telephone line between the municipalities of Pamplona and Pasacao, in the Province of Camarines Sur. Approved November 29, 1924.
3191. An act to amend section 3 of act No. 2941 as amended by act No. 3107. Approved November 29, 1924.
3192. An act to amend and repeal certain provisions of the act creating a public utility commission, and for other purposes. Approved November 29, 1924.
3193. An act to amend section 3 of act No. 3107. Approved November 29, 1924.
3194. An act empowering justice of the peace to appoint guardians ad litem for incapacitated litigants. Approved November 29, 1924.
3195. An act to amend the provisions of article 423 of the Penal Code. Approved November 29, 1924.
3196. An act to amend section 2 of act No. 3162, entitled "An act to create a board of educational survey to make a study and survey of education in the Philippine Islands and of all educational institutions, facilities, and agencies thereof, and to appropriate not to exceed 40,000 pesos to defray all expenses of said survey, and for other purposes." Approved December 2, 1924.
3197. An act amending act No. 1870, entitled "An act for the purpose of founding a University for the Philippine Islands, giving it corporate existence, providing for a board of regents, defining the board's responsibilities and duties, providing higher and professional instruction, and for other purposes." Approved December 2, 1924.
3198. An act to amend act No. 3123, entitled "An act appropriating funds for the necessary expenses of the government of the Philippine Islands during the fiscal year ending December 31, 1924, and for other purposes." Approved December 2, 1924.
3199. An act to repeal the first paragraph of subsection (d) of section 1499 of act No. 2711, known as the Administrative Code, and for other purposes. Approved December 2, 1924.
3200. An act to facilitate the establishment and operation of the puericultural institutions organized in the Philippine Islands. Approved December 2, 1924.
3201. An act to amend section 1439 of act No. 2711, known as the Administrative Code. Approved December 2, 1924.
3202. An act making obligatory the registration of trade-marks and trade names for cigars and cigarettes, requiring the publication of applications for the registration of such trade-marks or trade names, and for other purposes. Approved December 3, 1924.



3203. An act relating to the care and custody of neglected and delinquent children; providing probation officers therefor; imposing penalties for violations of its provisions and for other purposes. Approved December 3, 1924.
3204. An act to provide for the issue of bonds of the government of the Philippine Islands in the sum of \$3,000,000 the proceeds of the sale of which are to be used for the purchase of an equivalent amount of bonds of the Metropolitan water district. Approved December 3, 1924.
3205. An act to amend sections 872 and 874 of the Administrative Code, as amended by act No. 3157, relative to the sources of the pension and retirement fund and the life pension of the officers and enlisted men of the constabulary. Approved December 3, 1924.
3206. An act to amend sections 835 and 2272 of the Administrative Code, relative to the suspension and removal of members of the municipal police, declare sections 2188, 2201, and 2243 of said code not applicable to chiefs and members of the municipal police, and for other purposes. Approved December 4, 1924.
3207. An act granting aid or compensation in the sum of 4,000 pesos to Julian Felipe, author of the Philippine National Anthem. Approved December 4, 1924.
3208. An act to amend act No. 2152, entitled "An act to provide a system for the appropriation of public waters, and for the determining of existing rights thereto; for the public registration of all water rights; for the creation and use of water power; for investigations for and the construction, maintenance, and operation of irrigation systems by the government of the Philippine Islands; for the repayment of money expended therefor; for the construction, maintenance, and operation of irrigation systems by private persons; for the inspection and regulation of all works pertaining to the use of water; and providing penalties for its violation, and for other purposes," as amended by act No. 2652; add a new section to be known as section 25 (a), and prescribe the conditions under which a loan may be obtained from reimbursable funds of the government, and for other purposes. Approved December 5, 1924.
3209. An act granting to Deogracias Camon a franchise to install, operate, and maintain an electric light, heat, and power system in the municipality of La Carlota, Province of Occidental Negros, Philippine Islands. Approved December 6, 1924.
3210. An act to amend certain provisions of chapter 18, known as the election law, and chapter 65, on penalties, of act No. 2711, as amended by act No. 3030, establishing a permanent registration list, and for other purposes. Approved December 6, 1924.
3211. An act to amend sections 2089, 2093, and 2208 of the Administrative Code, and for other purposes. Approved December 6, 1924.
3212. An act to amend sections 1630, 1638, 1641, and 2743 of the Revised Administrative Code. Approved December 6, 1924.
3213. An act making appropriations for public works. Approved December 6, 1924.
3214. An act granting to Luis Miguel a franchise to establish, maintain, and operate a motor vehicle land transportation service for passengers and freight in the Province of Camarines Norte. Approved December 6, 1924.
3215. An act granting to Gabriel T. Hernandez a franchise to install, operate, and maintain an electric light, heat, and power system in the municipality of Daet, Province of Camarines Norte, Philippine Islands. Approved December 6, 1924.
3216. An act to amend section 2048 of act No. 2711, known as the Administrative Code. Approved December 8, 1924.
3217. An act appropriating funds for the necessary expenses of the government of the Philippine Islands during the fiscal year ending December 31, 1925, and for other purposes. Approved December 8, 1924.
3218. An act to amend paragraph 6 of section 8 of the act entitled "An act to raise revenue for the Philippine Islands, and for other purposes," approved by the Congress of the United States on August 5, 1909, increasing the customs duty on cement. Approved January 12, 1925.
3219. An act to amend certain sections of the act known as "the public land act," and for other purposes. Approved January 19, 1925.
3220. An act authorizing the reclamation and development of the port of Pulu-pandan, Province of Occidental Negros, providing for the payment of such work, and for other purposes. Approved January 19, 1925.

## CONCURRENT RESOLUTIONS

- No. 34. Concurrent resolution requesting the Governor General to inform the President of the United States of the commencement of the third regular session of the Sixth Philippine Legislature.
- No. 35. Concurrent resolution authorizing the appointment of a joint committee of both houses to notify the Governor General of the Philippine Islands that a quorum of said houses is present and that the legislature is ready to receive any communication which the chief executive may see fit to send.
- No. 36. Concurrent resolution providing that the Philippine Senate and the House of Representatives hold a joint session for the purpose of receiving the message of the chief executive of the islands.
- No. 37. Concurrent resolution creating a joint committee of the Philippine Legislature to consider the decision of the insular auditor on the laws relative to the independence commission and the appropriation of funds therefor, and to make the necessary recommendations.
- No. 38. Concurrent resolution sending the cordial greetings of the Philippine Legislature to the delegates to the Conference of the Interparliamentary Union at present convened at Berne, Switzerland.
- No. 39. Concurrent resolution congratulating President Calvin Coolidge upon his election as President of the United States.
- No. 40. Concurrent resolution providing for the adjournment of the third session of the Sixth Philippine Legislature on Saturday, November 8, 1924, at midnight.

## APPENDIX D

## ANALYSIS OF PHILIPPINE NATIONAL BANK

MANILA, April 15, 1925.

The report and audit of the bank and its insular holdings has been rendered and shows satisfactorily the actual condition of the bank. Based upon this, steps were taken to put into effect the rehabilitation act which, generally speaking, put the bank in legal position with regard to its reserve and capital, after loans and other assets, depreciated or charged off as losses aggregated ₱45,500,000, and additional estimated losses are carried in the amount of ₱16,300,000, which will be charged off to profit and loss when insular government bond deposits are available. The total losses of the bank since organization will amount to at least ₱76,000,000.

The net cash liquidation of loans and discounts during the year was ₱947,000, after granting new loans and increases to existing lines amounting to ₱10,943,000. The increases and new lines granted are considered more liquid than the loans previously held by the bank and the announced and enforced policy is to grant only self-liquidating loans.

The estimated major cash requirements for the calendar year 1925 are as follows:

Extensions to sugar centrals authorized and erected during 1924, payable during 1925.....	₱2, 111, 000
Requirements for crop loans to planters.....	6, 000, 000
Operation expenses of sugar centrals.....	6, 500, 000
Balance due on notes payable for exchange losses of former Shanghai agency. (This payment will complete the liquidation of the Shanghai notes).....	2, 380, 000
Expenses, taxes, and interest.....	3, 714, 000

Loans to the sugar centrals increased during the year in the amount of ₱2,100,000, and further payments will be made in the sum of ₱2,100,000 during the year 1925, representing the unpaid balance of extensions authorized during the year 1924, at Bacolod, Maa and Isabela. The centrals are meeting their current interest charges and making repayments of advances for operating expenses. Three of the centrals are expected to reduce the principal of their debt during the current year. The development has now reached the point where the centrals should be able slowly to reduce or continue to reduce their debts and make proper provision for both operation and maintenance. Their relation to the bank has continued to be improved, subject to the inevitable

political pressure on the management inherent in a government-controlled institution.

Little liquidation on the capital account is anticipated during 1925 due to lower price of sugar; and considered as a whole, the final liquidation of the indebtedness of the sugar centrals will be a matter of 10 to 25 years, depending upon the price of sugar. Such repayments as are made for the next 10 years must be used under mandatory provisions of the law for the retirement of P22,000,000 of circulating notes in excess of capital, so that during that period there will be little money available for loans to other agricultural interests. So far the bank has been largely run for the development and benefit of the sugar interests, due to former commitments amounting to fully two-thirds of its loans.

The directorate and management of the bank are fully cognizant of this, and are now, as far as possible, recognizing the copra, hemp, and rice interests, which have heretofore been helped but little by the bank.

The proper solution would be sale of the bank's sugar interests to practical business men, preferably to local capital. So far this has not been forthcoming, and the political control prevents sale to outside interests. Until this is accomplished, there is inherent danger of failure due to government and committee management and financing.

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[Sixth Philippine Legislature, third session. H. No. 1783]

### No. 3174

An act to rehabilitate the Philippine National Bank, making certain appropriations for this purpose, and amending the charter of said bank contained in act numbered twenty-six hundred and twelve, as amended, and for other purposes

*Be it enacted by the Senate and House of Representatives of the Philippines in legislature assembled and by the authority of the same:* SEC. 1. The authorized paid-up capital stock of the Philippine National Bank is hereby reduced to one hundred thousand shares of the value at par of one hundred pesos each, which number shall include the shares at present held by the public: *Provided*, That the bank may purchase the shares held privately at the price at which they were quoted on the date of the registration of the sale in the books of the bank, provided such price does not exceed their value at par. The board of directors, with the approval of the secretary of finance, shall determine what was the price so quoted. No stock shall be sold to the public hereafter.

SEC. 2. The national bank is hereby authorized and directed, subject to the supervision of the insular treasurer and insular auditor, to eliminate its losses from its assets, together with the fixed deposits of the government of the Philippine Islands in the bank at the time of the approval of this act, excluding from said fixed deposits a sufficient sum to purchase all stock of the bank then held by the public; and the sum necessary for this purpose is hereby appropriated out of the general funds of the government of the Philippine Islands not otherwise appropriated and on fixed deposit in the national bank: *Provided, however*, That the national bank shall pay to the government of the Philippine Islands during the year nineteen hundred and twenty-five the sum of one million five hundred thousand pesos as interest received for the fixed deposits hereinbefore appropriated.

SEC. 3. The government of the Philippine Islands hereby guarantees the final redemption and payment of the circulating notes of the national bank, and the insular treasurer is hereby authorized and directed to set aside from the proceeds of the bonds sold by authority of act numbered twenty-nine hundred and ninety-nine a sufficient sum to cover the reserve required by law for the circulating notes of the bank, and said sum shall be deposited to the credit of the national bank in a duly authorized depository or depositories of the funds of the government of the Philippine Islands in the United States and shall be carried on the books of the national bank as a deposit of said government: *Provided*, That the bank shall not dispose of said circulating notes reserve except upon recommendation of the secretary of finance approved by the Governor General.

The national bank shall redeem and cancel its circulating notes in annual sums as the secretary of finance, with the concurrence of the Governor General, may from time to time determine, until the amount thereof shall not exceed the amount of the unnumbered paid-up capital of the bank.

SEC. 4. The net profits of the national bank shall be apportioned semiannually as follows:

Fifty per centum to a surplus fund until the latter shall equal fifty per centum of the capital stock of the bank, and thereafter twenty-five per centum of said net profits until said surplus fund shall equal the capital stock.

The rest of the net profits shall be apportioned as follows, in the order mentioned:

(a) To establish a special reserve for its circulating notes. This reserve shall finally equal twenty-five per centum of said circulating notes and shall be kept on deposit in a duly authorized depository or depositories in the United States, and the bank shall not dispose thereof except upon recommendation of the secretary of finance, approved by the Governor General. The bank shall semiannually return to the government a portion of the funds taken from the proceeds of the bonds sold by authority of act numbered twenty-nine hundred and ninety-nine, as provided in section three of this act, equivalent in amount to the net profits set aside for its special reserve by virtue of this paragraph.

(b) To refund to the government the fixed deposits appropriated to cover losses, as provided in section two of this act.

(c) To reimburse the government for the losses involved in the reduction of the capital stock as provided for in section one of this act.

The net profits set aside for the purposes mentioned in paragraphs (b) and (c) shall be paid to the insular treasurer.

When the requirements of paragraphs (a), (b), and (c) and the provisions regarding the surplus above mentioned shall have been completely complied with the remaining net profits may be distributed in the form of dividends to the stockholders as the board of directors may determine; but dividends shall never be declared or paid out of the surplus fund: *Provided, however*, That whenever the surplus fund shall have been reduced by losses fifty per centum of the net profits shall be set aside for said fund until the same shall once more equal fifty per centum of the capital stock, and thereafter twenty-five per centum of the net profits until the aforesaid fund shall again equal the capital stock.

Sec. 5. All acts or parts of acts inconsistent with the provisions of this act are hereby repealed.

Sec. 6. This act shall take effect as soon as all the provisions of the same shall have been accepted by the votes of the stockholders representing at least two-thirds of the subscribed capital stock of the national bank, and the Governor General shall have been notified of this fact by the board of directors.

Approved, November 24, 1924.

#### MANILA RAILROAD CO.

MANILA, April 15, 1925.

The Manila Railroad is in substantially the same position as the previous year. The physical condition of the property has been very well maintained and the company has rendered excellent service to the public. However, it reports a net operating profit of ₱1,285,000, somewhat smaller—by about 4 per cent—than in 1922, due to extraordinary charges for maintenance and extensions and to a falling off in operating revenues and marked increase in operating expenses. The reason for these is plainly set forth in a very well prepared annual report submitted by the railroad company and furnished the legislature.

The management is to be congratulated on its efficiency in operating the railroad and in keeping it up. The report shows an increase in passenger traffic and a decrease in freight, largely owing to bad crops in northern Luzon. The railroad has heretofore feared the rapidly increasing competition from motor traffic, but the management now seems to think this has reached an equilibrium as between the railroad and trucks. The board of directors has recommended to the stockholders the payment, this year, to the government of a sum between ₱200,000 and ₱250,000 on its interest advances which amount to a total of approximately ₱1,500,000. By purchase of its own bonds for sinking funds, a saving has been made of about ₱74,000 in principal and future interest charges.

An inspection of the railroad by its former constructor and general manager, Mr. Higgins, as representing the English bondholders, has been very interesting and satisfactory as showing the fine condition of maintenance in both roadbed and rolling stock. The United States Interstate Commerce Commission has loaned one of its expert auditors who is now acting as auditor and comptroller of the railroad. His services will insure effective and economical handling of the finances of the company. The management and board of directors have the confidence of the board of control.

I have recommended to the legislature that legislation be enacted providing for the survey and construction of an extension of the lines to link the northern and southern sections of the railroad, thereby opening up various undeveloped regions of the Camarines Provinces, this project to be financed by a government bond issue, having as collateral bonds to be issued by the railroad company, on the lines adopted by the legislature for the improvements and extension of the metropolitan water district, rather than the hitherto highly objectionable practice of purchasing paper stock.

### NATIONAL DEVELOPMENT CO.

MANILA, April 15, 1925.

The National Development Co. has carried on as in previous years. Its responsibility in financing covers the National Cement Co., the National Coal Co., and the Sabani estate. These national companies continue to lose money for the government and continue to be a source of such continued concern that I have made special report to the legislature covering their operation, their losses, and the probable demands on government finances over a considerable period.

### APPENDIX E

#### PROGRESS BAROMETER

The following is a statistical summary covering a period of from 20 to 25 years of the various departments of the Philippine government. This "progress-barometer," as it is called, was inaugurated during the administration of Governor General Forbes and is of value in showing the trend of government and commerce in the Philippines.

#### Internal revenue statistics

[Years 1906-1913, inclusive, are for 12 months ending June 30; the following years are for 12 months ending Dec. 31]

Year	Total collections	Increase (+) or decrease (-)	Based on 2 per cent increase of population direct taxation per capita is	Population
		<i>Per cent</i>		
1906.....	\$5,683,303			
1907.....	6,374,482	+12		
1908.....	7,169,887	+12		
1909.....	7,347,202	+2		
1910.....	8,763,912	+19		
1911.....	9,603,066	+10		
1912.....	10,592,084	+10		
1913.....	11,392,381	+8		
1914.....	11,275,055	-1		
1915.....	13,694,197	+21		
1916.....	15,365,819	+12		
1917.....	19,968,685	+30		
1918.....	24,254,082	+21	\$2.35	10,314,310
1919.....	26,642,378	+10	2.53	10,520,596
1920.....	29,685,630	+11	2.77	10,731,008
1921.....	24,703,515	-17	2.26	10,945,628
1922.....	23,306,439	-6	2.09	11,164,540
1923.....	25,709,556	+10	2.26	11,387,831
1924.....	28,032,735	+9	2.41	11,615,587

<sup>1</sup>Act 2991 relieved collector of internal revenue from collection of certain municipal taxes of city of Manila. The amount of these taxes is included in figures of collector of internal revenue up through 1920. The amount of these taxes for 1921 and 1922 was obtained from treasurer, city of Manila, and are included in the figures for 1921 and 1922.

*Internal revenue statistics—Continued*

Year	Receipts from percentage tax on business	Amounts of business on which percentage tax is collected	Increase (+) or decrease (-)	Increase (+) or decrease (-) on business	Cigars manufactured		Number of cigarettes manufactured
					Number	Increase (+) or decrease (-)	
			<i>Per cent</i>	<i>Per cent</i>		<i>Per cent</i>	
1906.....	\$682,696	\$204,808,800	-----	-----	168,526,079	-----	3,530,101,594
1907.....	686,123	205,836,900	+1	-----	197,243,119	+17	3,668,349,357
1908.....	652,657	195,797,100	-5	-----	198,754,787	+1	3,846,690,706
1909.....	638,289	191,486,700	-2	-----	204,649,901	+3	4,175,635,537
1910.....	768,613	230,583,900	+20	-----	285,561,328	+39	4,173,507,249
1911.....	896,644	268,993,200	+17	-----	228,251,291	-20	4,094,028,988
1912.....	967,293	290,187,900	+7	-----	284,918,845	+25	4,404,929,808
1913.....	1,119,476	335,842,800	+16	-----	305,651,429	+7	4,500,771,926
1914 <sup>1</sup> .....	1,087,783	326,334,900	-3	-----	243,134,200	-20	4,411,922,312
1915.....	2,558,097	<sup>2</sup> 363,714,500	+18	-----	184,308,392	-24	3,859,607,265
1916.....	3,409,888	340,988,800	-11	-----	271,868,278	+48	4,180,673,512
1917.....	4,816,695	481,669,500	+41	-----	412,138,207	+52	4,540,519,812
1918.....	6,887,530	688,753,000	+43	-----	485,674,450	+18	4,720,005,675
1919.....	6,936,380	693,638,000	+1	-----	499,059,234	+28	5,049,138,900
1920.....	8,637,657	863,765,700	+25	-----	510,800,333	+2	5,039,784,441
1921.....	5,499,257	549,925,700	-36	-----	230,224,705	-55	4,521,193,605
1922.....	5,254,664	525,466,400	-4	-----	398,361,334	+73	4,823,209,471
1923.....	7,288,953	<sup>3</sup> 525,366,839	+39	<sup>4</sup> -0.02	423,549,037	+6	4,451,613,696
1924.....	8,854,799	<sup>3</sup> 623,026,400	+21	<sup>4</sup> +19	353,861,084	-16	4,658,228,608

<sup>1</sup> Rate changed from one-third of 1 per cent to 1 per cent Jan. 1, but collections for October-December, 1914, made after Jan. 1, 1915.

<sup>2</sup> Estimated on basis that one-fourth collections were at former rate.

<sup>3</sup> Act 3065 places tax of  $1\frac{1}{2}$  per cent on certain business.

<sup>4</sup> Tax.

*Trade with the United States*

[The years 1899 to 1913, inclusive, are for 12 months ending June 30; the following years are for 12 months ending Dec. 31]

Year	Imports from the United States	Exports to the United States	Total	Year	Imports from the United States	Exports to the United States	Total
1899.....	\$1,150,613	\$3,540,894	\$4,691,507	1912.....	\$20,604,155	\$21,634,403	\$42,238,558
1900.....	1,656,469	3,635,160	5,291,629	1913.....	25,387,085	19,849,374	45,236,459
1901.....	2,666,930	2,572,021	5,238,951	1914.....	24,011,401	24,427,710	48,439,111
1902.....	4,035,243	7,871,743	11,906,986	1915.....	26,381,069	23,653,211	50,034,280
1903.....	3,944,082	13,863,059	17,807,141	1916.....	22,862,673	35,648,133	58,510,806
1904.....	4,843,207	11,102,860	15,946,067	1917.....	37,620,648	63,234,359	100,855,007
1905.....	5,839,512	15,678,875	21,518,387	1918.....	58,824,611	89,146,918	147,971,529
1906.....	4,333,917	11,580,569	15,914,486	1919.....	75,491,415	56,652,682	132,144,107
1907.....	5,155,478	12,082,364	17,237,842	1920.....	92,289,778	105,216,263	197,506,041
1908.....	5,079,670	10,332,116	15,411,786	1921.....	74,130,015	50,356,793	124,486,808
1909.....	4,693,831	10,154,087	14,847,918	1922.....	47,738,325	64,111,601	111,849,926
1910.....	10,775,301	18,703,083	29,478,384	1923.....	50,352,535	85,047,023	135,399,558
1911.....	19,483,658	16,716,956	26,200,614	1924.....	60,398,603	97,313,903	157,712,506

*Total trade, including that with the United States*

[The years 1899 to 1913, inclusive, are for 12 months ending June 30; the following years are for 12 months ending Dec. 31]

Year	Imports		Exports		Total customs collections	Foreign tonnage cleared	
	Value	Increase (+) or decrease (-)	Value	Increase (+) or decrease (-)		Amount	Increase (+) or decrease (-)
		<i>Per cent</i>		<i>Per cent</i>			<i>Per cent</i>
1899-----	\$13, 116, 567		\$14, 640, 162		\$3, 106, 380	336, 550	
1900-----	20, 601, 436	+57	19, 821, 347	+35	5, 542, 289	636, 034	+89
1901-----	30, 276, 200	+47	23, 222, 348	+17	8, 982, 813	977, 094	+54
1902-----	32, 029, 357	+6	24, 544, 858	+6	8, 528, 938	1, 104, 968	+12
1903-----	32, 978, 445	+3	33, 150, 120	+35	9, 540, 706	1, 542, 200	+40
1904-----	33, 221, 251	+1	30, 226, 127	-9	8, 493, 868	1, 541, 138	
1905-----	30, 879, 048	-7	32, 355, 865	+7	8, 263, 444	1, 417, 396	-8
1906-----	25, 799, 290	-16	31, 918, 542	-1	7, 553, 206	1, 455, 055	+3
1907-----	28, 786, 063	+12	33, 721, 767	+6	8, 194, 708	1, 293, 266	-11
1908-----	30, 918, 745	+7	32, 829, 816	-3	8, 318, 020	1, 464, 448	+13
1909-----	27, 794, 482	-10	30, 933, 563	-6	8, 539, 098	1, 392, 333	-5
1910-----	37, 067, 830	+33	39, 864, 169	+28	8, 286, 073	1, 715, 268	+23
1911-----	49, 833, 722	-34	39, 778, 629	-2	8, 678, 810	1, 808, 308	+5
1912-----	54, 549, 980	+9	50, 319, 836	+26	9, 363, 296	1, 939, 079	+7
1913-----	56, 327, 533	+3	53, 683, 326	+7	8, 246, 026	1, 868, 811	-4
1914-----	48, 588, 653	-14	48, 689, 634	-9	5, 948, 546	1, 907, 284	+2
1915-----	49, 312, 184	+15	53, 813, 004	+11	6, 404, 189	1, 718, 113	-10
1916-----	45, 496, 338	-8	69, 937, 183	+13	6, 110, 158	1, 594, 124	-7
1917-----	65, 797, 031	+45	95, 604, 307	+37	6, 785, 504	1, 464, 529	-8
1918-----	98, 599, 212	+50	135, 194, 482	+41	8, 220, 268	1, 544, 648	+5
1919-----	118, 639, 052	+20	113, 117, 826	-16	7, 212, 654	1, 705, 869	+10
1920-----	149, 438, 283	+26	151, 123, 856	+34	8, 878, 933	2, 771, 214	+62
1921-----	115, 838, 574	-23	88, 115, 323	-42	8, 431, 532	2, 727, 376	-1
1922-----	80, 197, 644	-31	95, 583, 298	+8	7, 614, 634	3, 076, 263	+13
1923-----	87, 499, 747	+9	120, 752, 990	+26	8, 529, 281	3, 242, 753	+5
1924-----	108, 010, 895	+23	135, 344, 663	+12	10, 817, 304	3, 616, 171	+12

*Coastwise tonnage cleared*

[Years 1899-1913, inclusive, are for 12 months ending June 30; the following years are for 12 months ending Dec. 31]

Year	Tonnage	Increase (+) or decrease (-)	Year	Tonnage	Increase (+) or decrease (-)
		<i>Per cent</i>			<i>Per cent</i>
1899-----	237, 852		1912-----	1, 362, 620	+5
1900-----	482, 685	+103	1913-----	1, 325, 369	-3
1901-----	676, 307	+40	1914-----	1, 478, 081	+12
1902-----	773, 243	+14	1915-----	1, 419, 470	-4
1903-----	832, 438	+8	1916-----	1, 323, 328	-7
1904-----	905, 821	+9	1917-----	1, 354, 120	+1
1905-----	840, 504	-8	1918-----	1, 298, 313	-4
1906-----	774, 032	-9	1919-----	1, 521, 633	+17
1907-----	899, 915	+16	1920-----	1, 637, 542	+7
1908-----	978, 968	+9	1921-----	1, 685, 316	+3
1909-----	1, 045, 075	+7	1922-----	1, 849, 740	+10
1910-----	1, 053, 426	+1	1923-----	1, 890, 822	+2
1911-----	1, 303, 606	+24	1924-----	2, 105, 226	+12

*Importations of coal (equal consumption very nearly)<sup>1</sup>*

[Years 1899-1913, inclusive, are for 12 months ending June 30; the following years are for 12 months ending Dec. 31]

	Metric tons (2,205 pounds)		Metric tons (2,205 pounds)		Metric tons (2,205 pounds)
1899.....	30,812	1908.....	322, 28	1917.....	403, 507
1900.....	87, 238	1909.....	294, 402	1918.....	405, 109
1901.....	126, 732	1910.....	375, 718	1919.....	400, 537
1902.....	236, 332	1911.....	413, 355	1920.....	525, 354
1903.....	268, 650	1912.....	456, 87	1921.....	460, 842
1904.....	295, 716	1913.....	459, 583	1922.....	460, 431
1905.....	269, 666	1914.....	597, 1 1	1923.....	465, 285
1906.....	268, 577	1915.....	477, 1 3	1924.....	479, 698
1907.....	295, 684	1916.....	463, 386		

<sup>1</sup> The figures for coal importations are exclusive of the quantities imported from the United States by the Federal Government. These are excluded because they have been for the most part made in large quantities in alternate years, and would therefore, while considerably increasing the average total amounts imported, give a false idea of the rate of increase of the more strictly domestic consumption.

*Post-office and telegraph statistics*

[The years 1900-1913, inclusive, are for 12 months ending June 30; the following years are for 12 months ending Dec. 31]

Year	Money orders sold		Postage receipts	Telegraph receipts	
	Amount	Increase (+) or decrease (-)		Amount	Increase (+) or decrease (-)
1900.....	\$1, 526, 310	-----	\$117, 848	-----	-----
1901.....	2, 244, 874	+47	122, 833	-----	-----
1902.....	3, 178, 509	+41	126, 375	-----	-----
1903.....	2, 842, 587	-11	132, 445	-----	-----
1904.....	3, 102, 606	+9	121, 714	-----	-----
1905.....	3, 444, 053	+11	121, 648	-----	-----
1906.....	3, 687, 127	+7	141, 224	1, 882, 996	-----
1907.....	3, 299, 446	-12	198, 530	118, 360	+42
1908.....	3, 645, 123	+13	220, 306	136, 138	+15
1909.....	4, 008, 678	+10	245, 432	139, 208	+2
1910.....	4, 890, 835	+22	282, 317	168, 402	+21
1911.....	6, 132, 583	+25	313, 549	184, 555	+9
1912.....	7, 425, 173	+21	349, 407	237, 100	+28
1913.....	8, 271, 602	+11	380, 943	283, 305	+19
1914.....	9, 342, 361	+9	381, 966	341, 251	+20
1915.....	9, 500, 510	+2	449, 847	308, 394	-10
1916.....	10, 122, 219	+7	489, 900	354, 398	+15
1917.....	12, 621, 012	+25	502, 981	419, 418	+18
1918.....	15, 734, 533	+25	579, 147	583, 800	+39
1919.....	18, 073, 430	+15	635, 134	660, 636	+13
1920.....	17, 067, 622	-6	781, 049	743, 980	+13
1921.....	16, 820, 064	-2	748, 576	670, 462	-10
1922.....	15, 623, 551	-7	769, 959	610, 653	-9
1923.....	18, 649, 379	+19	886, 301	634, 744	+4
1924.....	21, 164, 023	+13½	885, 410	671, 341	+6

First year for which statistics are available.



*Postal-savings bank*

[Years 1907-1913, inclusive, are for 12 months ending June 30; the following years are for 12 months ending Dec. 31]

Year	Depositors in the postal-savings bank		Total amount due depositors at close of year	
	Number	Increase	Amount	Increase
		<i>Per cent</i>		<i>Per cent</i>
1907 <sup>1</sup>	2,331		\$254,732	
1908	5,389	131	515,998	102
1909	8,782	63	724,479	40
1910	13,102	49	839,623	16
1911	28,804	120	1,049,737	25
1912	35,802	24	1,194,493	14
1913	39,909	11	1,240,241	4
1913, July-December	42,271	12	1,411,066	28
1914	48,876	16	1,584,008	12
1915	54,434	11	1,601,795	1
1916	60,759	12	1,856,201	16
1917	68,860	13	2,121,090	14
1918	78,124	13	2,464,076	16
1919	90,555	16	3,042,430	23
1920	107,229	18	3,327,217	9
1921	130,810	22	3,054,226	-8
1922	155,915	20	2,857,571	-6
1923	162,566	4	2,826,359	-1
1924	167,625	3	2,815,279	-4

<sup>1</sup> First year of operation.

*Public-works statistics*

[Years preceding 1914 are for 12 months ending June 30, 1914, and following years are for 12 months ending Dec. 31]

	Total mileage of roads in existence				Total of permanent bridges and culverts in existence	
	First-class roads	Increase	Second-class roads	Third-class roads	Number	Increase (+) or decrease (-)
		<i>Per cent</i>				
1907	1303				<sup>2</sup> 3,280	
1908	423	40			3,631	+11
1909	609	44			3,865	+6
1910	764	25	<sup>1</sup> 641	<sup>1</sup> 2,074	4,372	+13
1911	987	29	664	1,837	4,842	+11
1912	1,143	16	<sup>3</sup> 1,342	1,999	5,177	+7
1913	1,303	14	1,264	1,938	5,654	+9
1914	1,593	22	1,258	1,787	6,206	+10
1915	1,906	20	1,294	1,896	6,640	+7
1916	2,137	12	1,271	2,138	7,156	+8
1917	2,323	9	1,278	2,109	7,370	+3
1918	2,542	9	1,253	1,944	7,426	+1
1919	2,796	10	1,234	1,932	7,491	+1
1920	2,920	4	1,266	1,914	7,521	+4
1921	2,998	3	1,268	1,883	7,481	-5
1922	3,089	3	1,312	1,824	7,562	+1
1923	3,187	3	1,361	1,733	7,586	+0
1924	3,407	7	1,316	1,676	7,613	+4

<sup>1</sup> No accurate statistics before 1907 and 1910, respectively.

<sup>2</sup> No accurate statistics before 1907.

<sup>3</sup> Increase due to change in definition.

NOTE.—First-class roads in this table include not only first-class roads officially designated but also first-class roads not officially designated as such.

*Public-works statistics—Continued*

[Years preceding 1914 are for 12 months ending June 30, 1914, and following years are for 12 months ending Dec. 31]

Year	Total of artesian wells in existence		Year	Total of artesian wells in existence	
	Number	Per cent increase		Number	Per cent increase
1904 <sup>1</sup> -----	1	-----	1915-----	434	47
1905-----	2	100	1916-----	556	28
1906-----	10	500	1917-----	664	18
1907-----	20	66½	1918-----	829	25
1908-----	23	40	1919-----	992	16
1909-----	42	50	1920-----	1,140	15
1910-----	58	38	1921-----	1,265	11
1911-----	85	46	1922-----	1,365	8
1912-----	147	73	1923-----	1,436	5
1913-----	239	62	1924-----	1,540	7
1914-----	294	23			

<sup>1</sup> First year of artesian-well work.

The artesian wells referred to in the preceding table are "deep wells," averaging about 111.06 meters in depth.

*Lighthouses in operation, according to report of Philippine Commission*

[Years preceding 1914 are for 12 months ending June 30, 1914, and following years are for 12 months ending December 31]

Year	Number	Year	Number
1902-----	48	1914-----	151
1903-----	61	1915-----	160
1904-----	76	1916-----	171
1905-----	89	1917-----	179
1906-----	105	1918-----	180
1907-----	117	1919-----	182
1908-----	129	1920-----	182
1909-----	139	1921-----	185
1910-----	143	1922-----	185
1911-----	142	1923-----	190
1912-----	145	1924-----	191
1913-----	146		

*Number of miles of coast surveyed*

[The years 1901 to 1913, inclusive, are for 12 months ending June 30; the following years are for 12 months ending December 31]

Year	Miles	Year	Miles
1901-----	89	1914-----	1,500
1902-----	487	1915-----	775
1903-----	632	1916-----	507
1904-----	713	1917-----	404
1905-----	494	1918-----	198
1906-----	626	1919-----	97
1907-----	1,495	1920-----	153
1908-----	1,573	1921-----	442
1909-----	1,017	1922-----	422
1910-----	1,637	1923-----	337
1911-----	1,229	1924-----	280
1912-----	1,316		
1913-----	945	Total-----	17,368

## Education statistics

School year	Average monthly enrollment in public schools <sup>1</sup>	Number of public schools	Number of permanent school houses	
			Erected or reconstructed	In use
1903.....	<sup>2</sup> 140,000	<sup>2</sup> 2,000	-----	-----
1904.....	<sup>2</sup> 200,000	2,285	-----	-----
1905.....	<sup>2</sup> 300,000	2,864	-----	-----
1906.....	<sup>2</sup> 340,000	3,263	-----	<sup>3</sup> 150-180
1907.....	346,245	3,687	<sup>4</sup> 30	180
1908.....	339,243	3,932	30	210
1909.....	405,478	4,424	50	260
1910.....	427,165	4,531	30	290
1911.....	446,889	4,404	100	390
1912.....	395,075	3,685	135	430
1913.....	329,756	2,934	194	624
1914.....	489,070	4,235	124	748
1915.....	493,763	4,187	-----	723
1916.....	523,272	4,538	34	757
1917.....	567,625	4,702	83	840
1918.....	569,475	4,747	25	865
1919.....	569,744	4,963	54	919
1920.....	678,956	5,944	<sup>2</sup> 127	1,046
1921.....	836,281	6,904	119	1,165
1922.....	975,093	7,670	136	1,301
1923.....	1,000,437	7,668	107	1,408
1924.....	1,029,164	7,746	-----	-----

<sup>1</sup> Enrollment statistics are for the school year June 10 to March 31.<sup>2</sup> Estimated.<sup>3</sup> Spanish buildings still in use.<sup>4</sup> Including those constructed prior to 1907.

## Banking

[The years 1906 to 1913, inclusive, are for 12 months ending June 30; the following years are for 12 months ending December 31]

Year	Total resources of commercial banks	Increase (+) or decrease (-)	Year	Total resources of commercial banks	Increase (+) or decrease (-)
		<i>Per cent</i>			<i>Per cent</i>
1906.....	\$15,351,690	-----	1916.....	\$60,977,077	+70
1907.....	17,054,358	+11	1917.....	119,623,863	+96
1908.....	17,454,214	+2	1918.....	199,903,971	+67
1909.....	18,138,425	+4	1919.....	177,293,860	-11
1910.....	22,856,455	+26	1920.....	215,902,538	+22
1911.....	24,557,697	+7	1921.....	190,251,325	-12
1912.....	35,885,728	+46	1922.....	163,101,730	-14
1913.....	31,872,964	-11	1923.....	169,028,995	+4
1914.....	33,319,933	+5	1924.....	140,264,678	<sup>1</sup> -17
1915.....	35,771,434	+7			

<sup>1</sup> Decrease caused by closing of Manila branch of Asia Banking Corporation and writing of losses of Philippine National Bank in connection with rehabilitation act.

## Manila Railroad Co.

[All data pertain to calendar years ended December 31]

Calendar year	Mileage in operation	Revenues	Increase (+) or decrease (-)	Calendar year	Mileage in operation	Revenues	Increase (+) or decrease (-)
			<i>Per cent</i>				<i>Per cent</i>
1907.....	122	\$825,823	-----	1916.....	621	\$2,505,367	+12
1908.....	208	961,936	+16	1917.....	621	3,578,075	+43
1909.....	213	1,023,812	+6	1918.....	621	4,689,756	+31
1910.....	336	1,334,555	+30	1919.....	621	5,401,164	+15
1911.....	353	1,768,193	+33	1920.....	621	5,983,200	+11
1912.....	443	2,171,804	+23	1921.....	653	6,137,149	+3
1913.....	477	2,601,979	+20	1922.....	649	6,105,398	-1
1914.....	501	2,496,367	-5	1923.....	649	5,752,763	-6
1915.....	550	2,240,172	-10	1924.....	649	5,700,263	-1

*Philippine Railway Co.*

[All data pertain to calendar years ended December 31]

Calendar year	Mileage in operation	Revenues	Increase (+) or decrease (-)	Calendar year	Mileage in operation	Revenues	Increase (+) or decrease (-)
			<i>Per cent</i>				<i>Per cent</i>
1909.....	43	\$56,491		1917.....	131	\$474,269	+25
1910.....	59	135,399	+140	1918.....	131	508,029	+7
1911.....	131	326,972	+141	1919.....	131	606,006	+19
1912.....	131	376,511	+15	1920.....	131	750,297	+24
1913.....	131	320,587	-15	1921.....	131	687,010	-8
1914.....	131	361,219	+12	1922.....	133	643,232	-6
1915.....	131	362,407	+3	1923.....	133	618,672	-4
1916.....	131	378,306	+4	1924.....	133	722,536	+17

<sup>1</sup> Covers a period of 6 months.*Street railroad and lighting in Manila*

[Gross earnings, railway and electric, stated in United States currency, include revenue from all sources of each department]

Calendar year	Passengers carried, by street railway		Gross earnings of street railway		Gross earnings from electric lighting and power	
	Number	Increase (+) or decrease (-)	Amount	Increase (+) or decrease (-)	Amount	Increase (+) or decrease (-)
		<i>Per cent</i>		<i>Per cent</i>		<i>Per cent</i>
1906.....	10,527,902		\$529,354.13		\$381,119.995	
1907.....	12,137,907	+15.29	553,910.50	+4.64	424,953.315	+23.00
1908.....	13,848,025	+14.10	624,858.86	+13.38	502,482.39	+18.24
1909.....	13,409,693	-2.44	578,272.885	+7.46	562,728.055	+11.99
1910.....	17,047,411	+27.13	689,383.565	+19.21	625,520.63	+11.16
1911.....	18,611,875	+9.18	741,872.015	+7.61	704,237.11	+12.58
1912.....	20,590,055	+10.63	800,904.945	+5.61	792,765.865	+10.82
1913.....	20,937,923	+1.69	851,598.835	+6.33	188,087.185	+3.19
1914.....	19,426,453	-7.21	774,682.575	-9.03	802,155.195	-1.26
1915.....	16,843,504	-13.30	666,289.815	-13.99	824,160.915	+2.74
1916.....	17,843,551	+5.94	697,740.225	+4.72	880,984.82	+6.89
1917.....	20,311,516	+13.83	804,303.29	+14.23	970,885.69	+10.20
1918.....	24,571,206	+20.97	997,848.295	+24.06	1,297,521.84	+33.64
1919.....	25,749,244	+4.89	1,088,740.69	+9.11	1,508,287.49	+16.24
1920.....	37,805,699	+46.82	1,609,576.22	+47.83	1,812,992.705	+20.64
1921.....	37,063,681	-1.96	1,601,868.76	-47	2,124,617.17	+17.19
1922.....	36,384,074	-1.83	1,494,247.54	-6.72	2,084,657.52	-1.98
1923.....	33,543,879	-7.81	1,413,169.00	-5.43	2,156,901.00	+3.42
1924.....	34,064,012	+1.55	1,426,285.00	+93	2,298,920.00	+6.59

<sup>1</sup> Passengers carried approximate only; exact figures not available.*Mortality and natality*

Calendar year	Manila			Provinces <sup>1</sup>			Mindanao and Sulu <sup>2</sup>		
	Death rate	Birth rate	Infant mortality rate	Death rate	Birth rate	Infant mortality rate	Death rate	Birth rate	Infant mortality rate
1918.....	43.92	32.26	397.56	38.78	37.57	255.40	31.92	22.95	343.79
1919.....	27.36	35.11	224.95	35.09	33.02	234.55	24.10	22.60	263.65
1920.....	26.47	43.54	213.02	20.64	37.04	158.22	20.05	27.33	200.80
1921.....	26.42	42.81	205.53	20.90	37.08	167.81	15.60	24.46	137.93
1922.....	24.09	43.68	194.24	19.99	36.39	162.65	16.50	28.64	130.83
1923.....	26.01	48.04	192.08	16.85	28.70	164.28			148.41
1924.....	26.94	45.35	195.65						

<sup>1</sup> Data for 1922 are incomplete.<sup>2</sup> Incomplete; totals and rates were taken from available data estimated on corresponding population.

*Public health statistics*

Calendar year	In Manila				In the Provinces				In Mindanao and Sulu			
	Smallpox		Cholera		Smallpox		Cholera		Smallpox		Cholera	
	Cases	Deaths	Cases	Deaths	Cases	Deaths	Cases	Deaths	Cases	Deaths	Cases	Deaths
1903	109	23	910	818			39,555	27,927				
1904	70	29	7	8			120	76				
1905	27	2	255	226			1,637	1,193				
1906	28	5	848	744			10,423	7,758				
1907	93	1	223	194			744	553				
1908	305	122	1,186	819			28,503	17,992				
1909	146	25	284	227			10,478	7,079				
1910	4	0	310	224			9,210	6,716				
1911	0	0	1	1			248	202				
1912	0	0	0	0			0	0				
1913	0	0	161	110			179	118				
1914	0	0	490	272			3,013	2,165				
1915	0	0	66	44			1,488	776				
1916	1	1	1,214	513			11,633	7,473				
1917	3	2	25	8			13,082	7,959				
1918	1,326	869	182	123		14,655	7,231	4,943		503		1,454
1919	57	39	861	399		48,146	24,056	17,099		1,770		175
1920	5	4	22	3		4,295	1,096	756		2,332		2
1921	0	0	59	21		316	33	18		412		0
1922	0	0	76	24		112				20		20
1923	0	0	0	0	69	15	19	11	(3)	(3)	(3)	(3)
1924	5	4	1	1	7	2	39	28	(3)	(3)	(3)	(3)

<sup>1</sup> Incomplete, but includes complete reports from 35 provinces.<sup>2</sup> Agusan, Cotobato, Davao, Lanao, Zamboanga.<sup>3</sup> Included in provinces.

# REPORT OF THE SECRETARY OF THE INTERIOR

JANUARY 1 TO DECEMBER 31, 1924

DEPARTMENT OF THE INTERIOR,  
Manila, April 6, 1925.

SIR: I have the honor to submit the annual report of the department of the interior for the year ending December 31, 1924.

*Personnel of the department.*—At the beginning of the year this department was without a permanent secretary and an undersecretary. The Hon. Luis P. Torres, acting secretary of justice, who was designated acting secretary of the interior by your excellency in 1923 under the provisions of Act No. 2803, remained in the latter office until February 1, 1924, when he was relieved by Hon. Feliciano Ocampo, who was promoted from the post of assistant chief of the executive bureau to the position of undersecretary of the interior. I assumed office as secretary of the interior on February 11, 1924, and continued to serve for the remainder of the period covered by this report.

*Organization of the department.*—The organization of this department did not suffer any change during the year. The bureaus and offices which were under its executive control and supervision are: (1) Executive bureau, (2) bureau of nonchristian tribes, (3) Philippine Constabulary, (4) Philippine general hospital, (5) office of the public welfare commissioner, (6) board of pharmaceutical examiners and inspectors, (7) board of medical examiners, (8) board of dental examiners, (9) board of optical examiners, (10) board of examiners for nurses, (11) city of Manila, (12) city of Baguio, and (13) metropolitan water district.

In addition to the supervision and control of the department of the interior over the bureaus and offices above named, the secretary of the interior is also ex-officio chairman of the militia commission under Act 2715; custodian of copies of naturalization papers under Act 2927; member ex-officio of the board of regents of the University of the Philippines until December 2, 1924, when he ceased to act as such by virtue of Act 3197; chairman of the committee on geographical names under executive order No. 53, series of 1917; and chairman of the pensionado committee by resolution of the council of state. The secretary of the interior is also in charge of the invalids of the Philippine revolutions who were declared as such under Act 2756.

*General statement.*—In reading the reports submitted by the bureaus and offices under this department I found much to commend. Distinct advancement was made in nearly every line of activity undertaken by the officials concerned. A great deal was accomplished to place the Provinces and municipalities on a sound financial basis. Provincial and municipal governments have generally been well administered and their officials are deserving of commendation for the energy and conduct they have displayed in bettering conditions within their respective jurisdictions.

*Inspection trip.*—During the year I made periodical trips to several Provinces and municipalities in order to obtain first-hand knowledge of conditions in the islands and to observe what progress had been made. My first inspection trip was in company with your excellency in Mindanao-Sulu and in some of the Provinces of southern Luzon and lasted from February 28 to March 8. This was followed by a trip with our excellency's company to the northern Provinces of Luzon which took place in the latter part of April. In all these trips I conferred with provincial and municipal authorities, carefully observed the condition of public order, the construction of public improvements, the collection of revenues, the work done by puericulture centers, and the administration of public affairs in general. The attention of officials concerned was called to deficiencies noted and appropriate instructions were given for their correction.

In June I visited the Provinces of central Luzon and those around Manila which were infected with anthrax and rinderpest, to insure effective control of these animal diseases, avoid their propagation, and to see that quarantine measures were strictly enforced. The last extended trip I made was during the month of October, when I went to the northern Provinces to determine for myself the

extent of the damage caused by typhoon with a view to adopting appropriate relief measures.

I believe that as long as the department of the interior remains as the head office of the provincial and municipal governments, closer relations between the department and these governments and their officials, to be accomplished partially by periodical inspections, should be established and maintained, this being, according to my experience, conducive to effective and quicker action, better understanding, and hence efficiency in government administration.

*Public order.*—Taken as a whole, the condition of public order throughout the islands in 1924 was satisfactory.

In the last annual report of this department mention was made of the Colorums whose activities toward the close of the year caused unrest among the inhabitants of some parts of Surigao. The murder committed by members of this fanatical sect on December 27, 1923, of two constabulary soldiers on patrol was followed by other attacks against agents of the law. On January 8 they surprised a party of constabulary men who attempted to land in a barrio of the municipality of Socorro, Surigao, and killed the provincial commander, a lieutenant, and 11 enlisted men of the constabulary.

In order to punish the offenders and to check the Colorum movement that was then spreading, the government immediately sent an expeditionary force of constabulary men to the scene of disturbance. With the arrival of this force in the affected region, the situation was immediately brought under control and the spread of the Colorum movement to other Provinces was checked. It was not until October when the pernicious activities of the Colorum were completely suppressed. In the different engagements that took place, about 100 Colorums were killed, 560 surrendered, and the rest were dispersed. The leaders of the movement, as well as those who took active part in engagements against the constabulary and other peace officers, were immediately brought before the courts of justice and are now serving their sentences.

On February 12 a detachment of constabulary soldiers had an engagement with 50 Colorums in Balete, Province of Agusan. In this fight seven constabulary soldiers and one officer were killed. Thirty-five Colorums who took part in this engagement were killed and a number were wounded.

Mention was also made in our last annual report of the escape of Datu Santiago and a few of his followers after treacherously attacking a detachment of constabulary soldiers and teachers in a schoolhouse of Bugasan, Cotabato, in which a supervising teacher, two teachers, one officer, and nine soldiers of the constabulary were killed. At the beginning of the year Santiago was still a free man. On March 12 the Datu and his followers were located in Bitá Cota, Lanao. Open defiance to the constabulary having been shown, the cota was attacked by the constabulary soldiers, who killed 54 of Santiago's followers. But the Datu and a few followers were again able to escape to the mountains. Realizing that their arrest was just a matter of time, they finally surrendered to the provincial governor of Lanao in Camp Keithley in June, 1924. Santiago was tried in the court of first instance of Lanao in September for sedition and he was convicted and sentenced to suffer imprisonment for seven years and one day. In December he was tried by the court of first instance of Cotabato for murder. The case was pending decision when the year closed.

Another occurrence in Mindanao affecting public order which merits mention was the raid made by a band of outlaws under the leadership of Inda, a fanatical leader, in the barrio of Muiban, municipal district of Maramag, Province of Bukidnon, in which three persons were murdered, four were wounded, and the houses of the natives set on fire. The motive for the killing was said to be revenge on the natives of Nuiban for having refused to join Inda. The activities of this leader extended to Davao and other parts of Mindanao. At the close of the year Inda and his followers were still at large. Every effort is being made by the constabulary to locate the hiding places of this band.

There is a class of people living in Away district, south of the municipality of Cotabato, known as the Tirurays. They are pagans and although surrounded by Mohammedans in their abodes they have never been influenced by the Mohammedan religion. Under the leadership of Mao, an ex-sergeant of the constabulary, this band caused some trouble for a time. One or two murders were committed. For a time Mao evaded capture, but, seeing that his capture by the constabulary was inevitable, he gave himself up to the provincial governor of Cotabato on November 23, 1924.

On March 16, 1924, seven Joloano prisoners serving sentence escaped from the San Ramon penal farm. Upon being asked to surrender when located, they

offered resistance. In the fight that took place two members of the band were killed, two were captured, and the rest fled. On July 5 nine more Joloanos escaped from the same prison. They assaulted a house in the barrio of Ayala, municipality of Zamboanga, and seriously wounded one woman. In the encounter with the constabulary one prisoner was killed, one was captured, and the rest escaped.

For a time class feeling rose high between certain labor organizations and landlords in Bulacan, Nueva Ecija, and Sorsogon which in some cases led to minor local disturbances.

A number of encounters took place between the members of two rival secret societies organized in Negros Occidental—the Kusug San Imol and the Mainawaon—which resulted fatally. In view of the reported connivance of municipal police officers with some of the leaders of these societies, who provoked these troubles, the executive bureau issued a circular on March 31, which I approved, urging chiefs of police and members of the municipal police forces not to become members of secret organizations. Quite a stir was caused by the issuance of this circular, and one secret society went to the extent of filing a suit to enjoin the chief of the executive bureau and the secretary of the interior from enforcing its provisions. The case was taken to the supreme court and that tribunal rendered its decision holding the circular valid.

The excellent condition of order during the year in Manila was marred by only one untoward incident, namely, the anti-Chinese movement. The movement had its start when two policemen of the city who were called to quell a disturbance in a Chinese store in Binondo were attacked by the Chinese and in the struggle which ensued a Chinese was accidentally shot and killed by one of the members of the police force. The morning following this occurrence a number of Chinese were attacked by crowds and some of their stores were stoned. Timely steps taken by the police of the city averted serious crimes. The city police efficiently handled the situation and deserved praise for the prompt action they took in restoring order. As a result of the disturbance, 1 American, 47 Chinese, and 252 Filipinos were arrested.

Because of the spread to a few Provinces of the news of assaults against the Chinese in Manila and the false report published in one of the newspapers that 80 Filipinos were killed in Shanghai by Chinese, an anti-Chinese demonstration broke out in Cabanatuan, Nueva Ecija, where a number of Filipinos wounded nine Chinese and damaged Chinese properties amounting to ₱4,522.37. The steps taken by the constabulary and the police authorities in Nueva Ecija averted further commission of crime.

Other crimes were committed in Mindanao and Sulu, in the Visayas and in Luzon, but all were of ordinary character and did not affect public order. This account can not be closed without expressing just recognition of the unswerving loyalty, undaunted courage, and unremitting efforts of the constabulary in the maintenance of law and order. The constabulary performed its duties in a most efficient manner deserving of commendation.

Summing up the situation, I would say that the general condition of public order throughout the Philippine Islands in 1924 was satisfactory and that there was no cause for anxiety except in the Province of Lanao, where the constabulary reported that the situation at the end of the year was somewhat serious on account of the dissatisfaction of some Moro Datus.

*Legislation.*—There was the usual amount of new legislation affecting the bureaus and offices under this department as well as the Provinces and municipalities, some of which are important. The following acts deserve special mention in this report:

Act 3210. This act amends several provisions of the election law. It provides for the use of a permanent registration list, which is the chief feature of the act. This amendatory act is intended to insure free, honest, and orderly elections.

Act 3167. This act amends certain sections of the administrative code regarding the supervisory authority of provincial governors over municipal officers. This law is intended to expedite the disposition of administrative cases and to avoid persecutions by prolonged suspensions.

Act 3206. This act amends section 835 and section 2272 of the administrative code on the suspension and removal of members of municipal police. Its purpose is to expedite the disposition of administrative cases against police officers and to grant more autonomy to the municipalities and Provinces by making their officers the final arbiters of said cases. Of course, in case of abuse, the central government can prevent it by the use of its power of suspension of municipal and provincial officials.



Act 3204. This act provides for the issuance of bonds of the Philippine government in the sum of ₱6,000,000, the proceeds of the sale of which are to be used for the purchase of an equivalent amount of bonds of the metropolitan water district. This act will enable the metropolitan water district to meet the demand for an extension of its water supply and sewerage systems.

Act 3203. This act transfers to the office of the public welfare commissioner the custody and care of delinquent children who may be committed to the institutions in the city of Manila commonly known as the Boys' Reformatory and Girls' Reformatory, the object sought being a more efficient administration of these reformatories and the treatment of delinquent children not as criminals but as in need of aid, encouragement, and guidance.

Act 3205. This act amends sections 872 and 874 of the administrative code, as amended by act 3157, referring to pension and retirement of members of the constabulary. Its chief object is to place the pension system of the constabulary on a more stable basis.

Below are enumerated other acts passed by the Sixth Philippine Legislature at its last session which affect the bureaus and offices under this department, together with a brief statement of the subject: Act No. 3128, amending section 2142 of the administrative code by providing that all collections belonging to the road and bridge fund accrue to the treasuries of the subprovinces; act No. 3129, which provides for the separation of the office of the provincial secretary and treasurer in the Province of Palawan and making the provisions of section 2098 of the administrative code extensive to said province; act No. 3131, authorizing the segregation of the municipality of Concepcion on the island of Maestro de Campo from the Province of Romblon and its annexation to the Province of Mindoro; act No. 3143, granting the subprovince of Siquijor the right to elect a member to represent the interest of the subprovince in the provincial board of Oriental Negros; act No. 3146, authorizing the provincial board to establish locust-extermination tax; act No. 3168, amending act No. 3114, which appropriates ₱1,000,000 to be disbursed as insular aid for the construction of hospitals in the regularly organized provinces; act No. 3169, increasing the number of fiscals in the city of Manila; act No. 3175, amending section 369 of the administrative code regarding the payment of penalty by delinquent taxpayers; act No. 3184, amending section 2126 of the administrative code relative to the maintenance of professional students in the city of Manila by the Provinces; act No. 3211, amending sections 2089, 2093, and 2203 of the administrative code by defining and specifying the functions of provincial treasurers and authorizing the granting of additional compensation for their services as assessors or deputy assessors upon being appointed to those positions.

This department again submitted at the last session of the Philippine Legislature the bill which provides for a form of government for cities and which grants ample powers of taxation to our progressive municipalities. This is the same bill passed by both houses of the legislature in 1922, but was then vetoed by your excellency on account of some objectionable features therein noted. In the bill submitted the objectionable features were eliminated.

It is regretted that the legislature failed to pass this constructive measure. While the fostering care of government has not been lacking in the direction of the municipalities, while a very liberal measure of self-government has been accorded them, some of our big municipalities are, however, still struggling along as best they may under a grant of power entirely inadequate to their needs. Unless these municipalities are relieved of hampering limitations in the law, there can be no rapid progress made.

*Local autonomy.*—The policy of this department has always been to accord the fullest possible recognition of the enjoyment of autonomy by our local units. We believe we have succeeded in making the local governments feel their full share of responsibility.

During the year two requests were made by two provincial executives to place the control of municipal police in the hands of the constabulary on account of impending troubles. This department, immediately upon receiving these requests, advised the provincial governors concerned, in clear and unmistakable terms, that they are the officials primarily responsible for the maintenance of peace and public order in their provinces and that they could secure the assistance of the constabulary authorities without the necessity of placing the police under the direct control of the constabulary.

The autonomous character of our local governments has been impressed upon provincial and municipal officials in various ways, as may be illustrated by the bills prepared or commented upon by this department or by the offices under it and submitted to the legislature.

While the central government still exercises some supervision and control over provincial and municipal governments, experience has shown, however, that the present surveillance is beneficial rather than hampering, and has gone far toward the elimination of abuse of power and extravagance or waste of public funds.

*Finance.*—While the collection of revenue has increased and while municipalities are economically administered, they are not obtaining, however, sufficient funds to meet the growing demands of their increasing population and expanding functions. I find that some municipalities, through necessity, have to solicit voluntary contributions and borrow money and depend for insular aid in order to meet current demands. I believe that financial relief must be promptly afforded or many of the necessary functions of municipal government will be seriously impaired. The legislature owes no more important duty to the country at this time than that of learning the facts respecting the financial straits of municipalities and of putting into law such proposals as may in its judgment assure to all our municipalities the necessary means of accomplishing their growth. For the last five years this department has directed its efforts toward improving the finances of our local governments. This matter has been thoroughly studied, and in order to bring about the needed reforms, bills creating additional sources of revenue and increasing the tax rate slightly have been drafted and submitted to the legislature for adoption. Unfortunately, however, up to the present time favorable action has not been taken thereon.

In these proposed legislations initiated by the department what we are seeking is not only to increase slightly the tax rate but also to eliminate the severe handicaps under which our municipalities labor in the matter of raising revenue.

*Political developments.*—The most important development during the year under this heading was the special election held on February 9 in the third representative district of Cebu following the annulment by the house of representatives of the election of Mr. Vicente Rama. In this election the Democrats put up Mr. Rama and the Partido Nacionalista Consolidado chose former Representative Vicente Urgello. The election was won by the Democrat candidate, Mr. Rama, who obtained 2,923 votes against 2,438 of Mr. Urgello, or a difference of 485 votes. Although the contest was a very keen one, there was no disturbance of and kind registered. The will of the people was given full and free expression.

During the year two elections for third members of the provincial boards in the Provinces under the jurisdiction of the bureau of non-Christian tribes were held, one in Cotabato and the other in the Mountain Province. Unlike the members of the provincial boards of regularly organized Provinces who are elected under the provisions of the election law by all qualified voters, the third member of a provincial board in a specially organized Province is elected by a plurality of the votes of the members present at a convention of the vice presidents and councilors of municipalities and such vice presidents and councilors of municipal districts within the Province as the secretary of the interior in the case of the Provinces in Mindanao and Sulu, or the director of the bureau of non-Christian tribes in the case of the Mountain Province and Nueva Vizcaya, may designate.

The convention in Cotabato, which was held on September 1, did not give a majority to any one candidate and so a special election had to be called, and this took place on February 10, 1925. In the special election for third member held in the Mountain Province on December 22, 1924, a native of Bontoc was elected.

In view of the progress made in the Provinces of Zamboanga and Davao, Agusan and Nueva Vizcaya, this department recommended the election at the coming general elections of the third members of the provincial boards of said Provinces under the provisions of the election law. The recommendation was favorably acted upon, and while only the Provinces of Zamboanga and Davao were named in Proclamation No. 40 which was issued December 27, it was understood at the close of the year that the same privilege would be accorded the Provinces of Agusan and Nueva Vizcaya. At the date of the writing of this report the proclamation has already been signed.

It was but three years ago that the post of the provincial governor in these four Provinces was made elective by popular vote. The action in making elective the position of third member in these Provinces is not only an expression of confidence in and recognition of the progress of the inhabitants of these Provinces but also a reaffirmation of the policy repeatedly enunciated of placing the specially organized Provinces in the same footing as the regularly organized Provinces.

*Convention and trip of provincial governors.*—A convention of provincial governors and provincial treasurers was again held in Manila in February, 1924, during the carnival week and it was well attended. The opening session was addressed by me. The spirit shown by the officials was all that could be desired. The convention gave the provincial governors and provincial treasurers opportunity not

only to discuss problems of provincial and municipal administration but also to aid in the passage of measures which would promote the welfare of the Provinces and municipalities and to oppose such legislation as would be injurious to them.

▶ In order to bring the provincial governors in still closer touch with each other and to see for themselves the progress made in Provinces other than their own, a trip was undertaken during the months of April and May by a party of provincial governors throughout the islands. The main idea of the trip was to approach the problem of local administration from the practical standpoint so that they may be stimulated to exert greater efforts and to widen their vision. This trip went far to educate and inform the provincial governors of the practical problems of the day. The governors got new ideas, they discovered new ways of accomplishing familiar tasks, they compared notes, they discussed their difficulties, and went home inspired by a new courage and a determination to work for a just, more efficient, and practical administration.

*Moro delegations.*—Several delegations of representative Moros and other non-Christians called at this department during the year. They were received with all cordiality and were given opportunity to present their needs and grievances, if any. In the visits of those people as well as in my inspection of their regions I have found out that they are genuinely appreciative of and grateful for all the efforts exerted for their benefits.

*Fire prevention.*—The question of minimizing the loss due to fire in Manila as well as throughout the Philippine Islands has received great attention during the year. A communication was received from your excellency on this matter at the beginning of the year, calling for suggestion as to what measures may be adopted. We suggested the setting aside of a day each year for the observance of fire-prevention day, as is done in the United States, as a means to arouse the citizens to the necessity of preventing the tremendous waste resulting from preventable fires. This suggestion was accepted, and in order to perfect the plans a committee was appointed by your excellency with the undersigned as chairman, the director of education, the chief of police and the chief of the fire department, as members. This committee favorably reported the plan, and accordingly Proclamation No. 14 was signed on April 12, 1924, designating the first Saturday of March of each year as fire-prevention day excepting 1924 when it was set aside on April 26.

Upon the signing of the proclamation, appropriate instructions were sent out to the Provinces urging the adoption of measures needed in carrying out the purposes of the proclamation and these instructions were complied with.

#### EXECUTIVE BUREAU

*Organization and personnel.*—The organization of this bureau did not suffer any change during the year.

The only important change that occurred in the higher personnel of this bureau was the promotion on February 1, 1924, of Mr. Feliciano Ocampo from the post of assistant chief to undersecretary of the interior and the appointment of Mr. Vicente del Rosario, chief clerk of the department of the interior, to take the place of the former.

*Financial statement.*—The total appropriation for this bureau was ₱233,906.75 as compared with ₱244,672 for 1923, representing a decrease of ₱10,765.25. These appropriations include the sums authorized by the emergency board for purchase of equipment. This decrease is attributed to the reduction in the amount of insular aids granted to the Provinces of Palawan and Batanes and in other items of the appropriation for the bureau. The actual expenditure including the insular aids given to the Provinces named above amounted to ₱231,405.11, representing a further economy of ₱2,501.64 unexpended appropriation. The income of the bureau amounted to ₱5,376.72 as compared with ₱4,948.10 in 1923. This income came from translation work for other government offices, for certifying copies of public documents, and for sales of supplies and equipment no longer needed in the bureau.

*Number and classification of Provinces.*—The executive bureau now exercises jurisdiction over 39 Provinces, the same number as last year, 37 of which are regularly organized and 2 are specially organized. These Provinces are classified according to the average income that accrue to each in five consecutive years. First-class Provinces are those having an average total annual income of ₱300,000 or more in five consecutive years; second-class Provinces are those having ₱200,000 or more in like period; third-class Provinces are those having ₱150,000 or more; fourth class, ₱100,000 or more; fifth class, less than ₱100,000; sixth class, those much below ₱100,000. A readjustment of the salaries of provincial

officials on the basis of the average annual income of each Province was made in 1924 in accordance with Act 2829 as amended by Act 3088. As at present classified, there are 14 first-class Provinces, 9 second class, 3 third class, 3 fourth class, 2 fifth class, and 6 sixth class.

*Number and classification of municipalities.*—The number of municipalities in the Provinces under the jurisdiction of this bureau at the close of the year was 861, or 2 more than the number last year. The two new municipalities organized by the Governor General upon recommendation of this bureau are Calatrava, in Occidental Negros, and Ayungon, in Oriental Negros. Unlike the Provinces, the municipalities are classified by the number of population and not by income. First-class municipalities are those which have a population of not less than 25,000 inhabitants; second class, those having 18,000 inhabitants and less than 25,000; third class, those having 10,000 inhabitants and less than 18,000; and fourth class, those having less than 10,000 inhabitants. Of the 861 municipalities in the Provinces under this bureau, 31 are first class, 66 are second class, 257 are third class, and 507 are fourth class. Of the 31 first-class municipalities, 8 are in Cebu. The Provinces of Batangas, Iloilo, Leyte, and Occidental Negros have 3 each; Albay has 2; Batanes, Bulacan, Ilocos Norte, Laguna, Misamis, Oriental Negros, Palawan, Pangasinan, and Samar have 1 each.

Of the 19 petitions received in 1924, as against 5 in 1923, for the organization of small political subdivisions into regular independent municipalities, 2 were approved, 5 were denied, 2 were forwarded to the Governor General recommending unfavorable action, and 10 were referred to the provincial boards concerned with request to submit necessary data.

At the close of the year there were 72 municipal districts under this bureau as against 82 in 1923, representing a decrease of 10, these 10 municipal districts having been converted into barrios. With this conversion, the number of barrios existing in the Provinces under this bureau increased from 14,449 in 1923 to 14,459 in 1924.

Of the 15 petitions received for the organization of new barrios, 6 were referred to the provincial boards for necessary data and the remainder were denied, there being no sufficient reasons to warrant a change in organization. Upon recommendation of this office the Governor General approved only one transfer of seat of municipal government and two transfers of sitios and barrios from one municipality to another.

*Boundary disputes.*—There were 13 boundary disputes between Provinces considered during the year as against 6 in 1923, or an increase of 7. The total number of municipal boundary disputes between municipalities situated in the same Province considered during the year was 43, 11 of which were old cases. A brief statement of the action taken in these boundary disputes is found in the annual report of the chief of the executive bureau.

*Assessment.*—No general revision of real property assessment was undertaken during the year except in four municipalities of the Province of Iloilo and in three municipal districts of La Union. Since the completion of the second general revision of assessment in 1920 the work done by this bureau was limited to acting on appeals from erroneous and excessive assessments; the correction of such assessments by provincial assessors and provincial boards at their own initiative, the declaration of new improvements, cancellations of declarations, and other routine work. Twenty-eight new schedules of real property were considered during the year, 26 of which were approved and 2 were disapproved. Eight appeals from schedules of real property values were submitted, and all of these were dismissed. Only 30 individual appeals from erroneous or excessive assessments were received during the year, 14 of which came from the city of Manila and 16 from the Provinces.

The total assessed value of taxable real property on January 1, 1924, in the Provinces under the jurisdiction of this bureau (cities of Manila and Baguio excluded), was ₱1,192,476,240, while on December 31, 1924, it was ₱1,213,204,710, showing an increase of ₱20,728,470. The assessed valuation of real property exempt from taxation in all the Provinces under this bureau (Manila and Baguio excluded) at the close of 1924 was ₱193,131,980 as compared with ₱190,056,290 in 1923, showing an increase of ₱3,075,690.

In all but four Provinces the work of assessment was handled by provincial treasurers who acted as ex-officio assessors. This arrangement contributed largely to the efficient handling of assessment. With the passage of Act 3211, providing that provincial treasurers may be given additional compensation when acting as provincial assessors, increased efficiency in assessment work is expected.

*Forfeited real property.*—On January 1, 1924, the total number of parcels of real property forfeited in accordance with sections 376 and 379 of the Administrative Code was 104,941, representing a total assessed value of ₱23,543,810. This was for all Provinces under this bureau with the exception of Batanes, Batangas, Ilocos Sur, and Palawan, where there is not a single parcel forfeited. On December 31, 1924, the number increased to 112,832 parcels, valued at ₱23,154,219.78. The reduction in value of forfeited property, notwithstanding the increase in the number of parcels, is due to smaller areas of newly forfeited property, the repurchase of old forfeited property, and the fact that some of the newly forfeited property is practically of no value. The Provinces in which the greatest number of parcels of forfeited real property were registered are Ilocos Norte, with 16,612; next comes Sorsogon, with 13,551, and then Leyte, with 12,353. This forfeited property represents a loss of approximately ₱203,085.66 income for the Provinces and municipalities concerned. In order to accelerate the disposition of forfeited properties through sales, lease, or other lawful means, a circular was issued at the beginning of the year and another on October 9, 1924, in which a plan was outlined for a more effective campaign for the disposition of these forfeited properties.

*Revenues collected.*—The total amount of revenue for 1924 collected by all the Provinces under this bureau, excluding Batanes, from which complete report has not as yet been received, was ₱37,421,338.14, as against ₱35,509,456.62 in 1923 for all Provinces, showing an increase of ₱1,911,881.52.

On July 17 and on September 3, 1924, this office recommended the remission of the 20 per cent penalty due on delinquent taxes in 14 Provinces after investigation of the destruction of crops in each Province due to typhoon or drought. The petition of only one Province,—i. e., that of Tarlac,—was approved by the Governor General. All petitions for extension of the regular period of payment of cedula tax without penalty were disapproved. There were 7 such petitions, 3 from Provinces and 4 from municipalities.

During the year this bureau requested the municipalities to submit comparative statements of rates of municipal license taxes for three consecutive years. This work was a part of the campaign to induce the municipalities to revise their license taxes upward. Six hundred and fourteen municipalities submitted such statements for revision by this bureau. With this data this office can detect any increase or decrease in the rates authorized annually. If the rates of taxation are decreased, then this reduction is investigated, and if the investigation shows that the reduction is not justified representations are made for their increase.

*Loans.*—There were received during the year a total of 73 applications for loans from the postal savings bank amounting to ₱1,399,500 for construction, extension, and improvement of the following public works projects: 31 waterworks systems, 5 school buildings, 1 sewer system, 1 irrigation project, 9 municipal buildings and sites, 1 electric plant, 1 road, 1 hospital, 1 bridge, 1 capitol building, and 1 for miscellaneous purposes. Of the 72 applications, 22 were approved, involving a total amount of ₱365,200, 18 were disapproved, and the rest were pending consideration at the close of the year.

There were 33 applications from municipalities, amounting to ₱172,995, for loans from provincial funds under section 2106 of the Administrative Code for public works construction, acted upon by this bureau. Of these 33 applications, 10 were for the construction of municipal buildings, 13 for construction of school buildings, 4 for the establishment of waterworks systems, 2 for the construction of market buildings, 2 for artesian wells, 1 for the establishment of a cemetery, and 1 for miscellaneous purposes. Nineteen of the 33 applications were approved, 2 were disapproved, and the rest were pending consideration at the close of the year.

These loans above described are indicative of the awakening spirit of our provincial and municipal authorities to provide their inhabitants the comforts and other improvements of modern life. This spirit is further demonstrated in the number of applications received from Provinces and municipalities for insular aid to help finance the construction of permanent public improvements. There were 93 such applications received during the year, involving a total sum of ₱2,366,868.50. Of these applications, 23 were for the construction and improvement of roads; 19 for waterworks construction; 16 for the construction of hospital buildings; 19 for school building construction; 4 for the construction of bridges; 4 for port improvements; 2 for the establishment of irrigation systems; and 6 for miscellaneous projects. Of the 93 applications only 2 were approved, 15 were favorably recommended, 17 were disapproved, and the rest were pending consideration at the close of the year.

*Voluntary contribution.*—The collection of voluntary contributions was resorted to again by a number of municipalities whose financial resources were not suffi-

cient to enable them to undertake necessary public improvements. Two hundred and six requests that such contributions be permitted were received in 1924, and out of this number 204 were approved and 2 were disapproved by the Governor General upon recommendation of this bureau. Of the 204 requests approved, 157 were for the maintenance of intermediate schools, construction of school buildings, and purchase of school sites; 8 were for repair and construction of municipal buildings; and 39 were for repair and construction of roads, bridges, and other public improvements.

*Inspection.*—Two hundred and fifty municipalities in 27 Provinces were inspected by representatives of this bureau during the year. In these inspections, the administration of municipal affairs was carefully looked into and all irregularities and deficiencies noted were immediately brought to the attention of officials concerned for appropriate remedial action. Periodical inspections of the municipalities under their jurisdiction were also made by the provincial governors. During the year a total of 473 municipalities and 27 municipal districts in 27 Provinces were inspected by the provincial executives, as compared with 392 municipalities in 24 Provinces inspected in 1923. These inspections contributed in a great measure to the improvement in the administration of municipal governments.

*Campaign against locusts, rinderpest, and anthrax.*—During the year 186 reports of appearance of these pests were received. Full cooperation was rendered by this office with the bureau of agriculture in its campaign to avoid propagation of the pests and to suppress them, and all complaints against officials for irregularities or laxity in enforcing the regulations were promptly acted upon and disciplinary measures taken when justified by the circumstances.

*Campaign against gambling and prostitution.*—As in the past, the campaign against gambling, prostitution, and other social vices was conducted with unabated vigor. That the policy pursued by this office to punish severely all officials found guilty of violation of the gambling law and ordinances and of laxity in their enforcement produced salutary effect is shown by the fact that only three complaints for gambling against municipal officials were received during the year. Only one of the three officials against whom complaints for gambling were filed was found guilty, and the complaints against the other two were dismissed for lack of sufficient evidence.

*License taxes on cockpits.*—The policy of requiring provincial boards to disapprove all resolutions of municipal councils that reduce municipal license taxes on cockpits for the purpose of discouraging and gradually eradicating the vice was continued. Sixteen such ordinances from different municipalities were brought to the attention of this bureau as compared with 82 in 1923.

*Administrative cases.*—During the year there were received and acted in this bureau 409 complaints against provincial and municipal officials and employees, as compared with 419 in 1923. Of the 409 complaints received, 208 were referred to the provincial or municipal officials who, under the law, are vested with authority to take original action on the matter, and 201 were acted upon by this bureau. Of these, 4 were against provincial governors, 1 against a lieutenant governor, 1 against a secretary of the provincial board, 4 against provincial treasurers, 28 against provincial employees, 65 against elective municipal officials, 70 against municipal treasurers, and 28 against chiefs of police. Of the 4 provincial governors involved in the administrative cases, 1 was found guilty and warned; the charges against 2 were dismissed, and the other case remained pending decision at the close of the year. The lieutenant governor was found guilty of the charge and was reprimanded. The case against the secretary of the provincial board is still pending decision, awaiting the result of the criminal action instituted against him. Of the 4 provincial treasurers against whom complaints for irregularities committed in the performance of their duties, 1 was found guilty and warned and the charges against the other 3 were dismissed. Of the 65 elective municipal officials proceeded against, 8 were removed; 23 were reinstated with warning or reprimanded, suspended, or otherwise disciplined; the charges against 29 were dismissed; and 5 cases were pending final action by the executive bureau on December 31, 1924. Of the 70 municipal treasurers proceeded against, 9 were removed from office, the resignations of 7 were accepted without prejudice to reinstatement to positions not involving money or property responsibility; 29 were reinstated with warning or reprimanded, suspended, or otherwise disciplined. The cases against 21 others were dismissed, and 4 cases were pending on December 31, 1924.

Of the 28 chiefs of police proceeded against, 2 were removed, 1 was required to resign, 9 were either reinstated with warning or reprimanded or suspended, 11 were acquitted, and 5 had their cases pending decision at the close of the year.

Of the 31 elective municipal officials proceeded against and found guilty, 9 were charged of abuse of authority, 1 of assault, 3 of maladministration, 5 of violation of law, 5 of neglect of duty, 5 of irregularities, 1 of gambling, and 2 of disobedience to superior orders.

Of the 45 treasurers found guilty, 2 were for nepotism, 1 for illegal exaction, 12 for shortage and malversation of public funds, 20 for minor irregularities, 1 for usurpation of power, 2 for falsification of documents, 1 for violation of laws and regulations, 1 for abuse of official function, and 5 for neglect of official duties.

Of the 12 chiefs of police found guilty, 3 were for abuse of authority, 1 for political activity, 1 for misconduct in office, 1 for insubordination, 5 for minor irregularities, and 1 for neglect of duty.

There were two important administrative cases which called for the sending of special investigators from this office. One was against the municipal president of Cebu, Cebu, for misconduct in office and abandonment of duty, and the other was against certain municipal officials of San Jose, Mindoro. In the first case the investigator found the respondent guilty. His report was pending consideration by the secretary of the interior at the close of the year. The investigation against the municipal officials of San Jose, Mindoro, resulted in the removal of the municipal treasurer.

*Use of English by municipal councils.*—As indicating the wide use of English by municipal councils in writing their resolutions, there were but 20 municipal councils during the year that sent in petitions to continue using the Spanish language, as compared with 75 in 1923, representing a decrease of 55.

*Miscellaneous activities.*—There were many other matters connected with the administration of our Provinces and municipalities which received the attention of the bureau. Among these may be mentioned the determination of appeals of municipal councils or municipal presidents from disapproval of their resolutions or executive orders by provincial boards; review of resolutions of provincial boards and executive orders of provincial governors; review of the provincial budgets, administrative reports and provincial assessors' reports; settlement of accounts in favor of or against Provinces and municipalities; answering legal queries; assisting Provinces in securing personnel; translating for the bureaus and other offices of the government; review of papers regarding closing of streets; land reservations, purchases and donations; approval of provincial and municipal requisitions for supplies and materials; preparation of and commenting on bills presented or to be presented to the legislature; approval of plantillas of provincial governments and of vouchers covering traveling expenses of provincial and municipal officials and employees.

As head office of the local governments, the assistance and cooperation of the executive bureau was sought as in previous years by other entities or branches of the government in connection with the work undertaken by them in the Provinces. The clean-up week and the collection of voluntary contributions for the Rizal memorial stadium, the Anti-Tuberculosis Society, and the Anti-Leprosy Society are examples.

#### BUREAU OF NONCHRISTIAN TRIBES

*Organization.*—There was no change made in the territorial jurisdiction nor in the organization of this bureau. Under the general supervision of this department, the bureau continued to exercise jurisdiction and control over the seven specially organized Provinces of Mindanao and Sulu, namely, Agusan, Bukidnon, Cotabato, Davao, Lanao, Sulu, and Zamboanga, and of the two specially organized Provinces in Luzon, namely, Mountain Province and Nueva Vizcaya. The form of government of a specially organized Province under the jurisdiction of the bureau of non-Christian tribes and a regularly organized Province under the executive bureau is substantially the same, the only fundamental difference being, that in the former the officials are mostly appointive and there is therefore more centralization in point of administrative control. The policy of the government is to merge the specially organized Provinces into the regular Provinces as soon as it is found that the inhabitants thereof are of sufficient culture to enable them to select wisely their own local officials or to convert them into regular Provinces when circumstances so justify. A recent example which may be cited to show that this policy is carried out is the action of the Governor-General in calling for the election in 1925 under the general election law of third members of the provincial boards of the Provinces of Zamboanga, Agusan, Davao, and Nueva Vizcaya.

While the existing law defines the power of the bureau of non-Christian tribes over the nine specially organized Provinces mentioned above in so clear a manner



as to leave no room for interpretation, yet in the case of those other Provinces of the Philippine Islands placed under the jurisdiction of the executive bureau where there are over 140,000 non-Christian inhabitants, there is no clear definition as to what power may be exercised by this bureau or how far it can go in carrying out the general provisions of section 705 of the Administrative Code which makes it one of the duties of the bureau of non-Christian tribes "to continue the work for advancement and liberty in favor of the regions inhabited by non-Christian Filipinos and to foster by all adequate means and in a systematic, rapid, and complete manner the moral, material, economic, social, and political development of these regions," without coming into conflict with other offices. This is a matter requiring remedial action. A bill was presented in the last session of the legislature by Senator Soriano intended to remedy the situation. The bill passed the senate, but for lack of time it was not considered by the house of representatives.

At present this bureau employs agents in the regularly organized Provinces of Bataan, Mindoro, Pampanga, Rizal, Surigao, Tayabas, and Zambales whose mission is to bring the non-Christian inhabitants residing therein under civilizing influence.

*Municipal districts of Mountain Province.*—Before chapters 63 and 64 of the Administrative Code were made applicable to the Mountain Province by act No. 2798, the local governments of this Province operated under act No. 1397 known as the township law, which had been in force from 1906 to 1919. By virtue of this law, the township enjoyed certain autonomy. The people elected their president, vice president, and councilors, and the township councilors enacted their own resolutions and ordinances. When these townships were organized into municipal districts pursuant to the law aforesaid, the legislative power exercised by them was transferred to the provincial board. This change retards the progress of these municipal districts for it is the provincial board and not the local body that legislates for them, and exercises control over their funds. In order not to diminish or curtail the autonomy formerly enjoyed by these former townships, the provincial board of the Mountain Province was requested during the year to delegate its powers to the municipal district councils. The actual transfer of power will be made in 1925. Seventeen municipal districts of the Mountain Province will be benefited by the arrangement.

*Informal elections.*—The more advanced municipal districts under this bureau have a measure of self-government. Under simple rules prepared for them by this bureau, the inhabitants elect their own president, vice president, and councilors. These elections have the force of nominations and those who are chosen are given formal appointments by the governor of the Province with the approval of the department of the interior. It is by this means that the inhabitants of municipal districts are gradually trained in the exercise of suffrage.

*Training of non-Christian inhabitants.*—This bureau maintained and continues to maintain a number of non-Christian pensionados in different schools in the islands, the object being to prepare them for government positions in their respective Provinces. The scholarship is awarded on the basis of merit and qualification and is given only when the course to be taken by a non-Christian can not be pursued in the school in his locality. Twenty-four special scholarship students were appointed in 1924 as compared with 38 in 1923 and 31 in 1922. Half of the number of appointees in 1924 were sent to agricultural schools and the remainder were scattered in the different schools in Manila. Three are maintained in Lanao High School and one in Davao High School.

The year 1924 witnessed the formal announcement by the council of state of the policy of appointing non-Christian inhabitants in the different bureaus and offices of the government as an exception to the civil-service rules and to the memorandum order of the Governor-General dated July 9, 1915, provided the appointees meet the requirements for admission to examinations and the qualifications exacted for the position and there are no non-Christian inhabitants on the register of eligibles who under the law should first be given consideration. The object of this policy is to prepare non-Christian inhabitants for responsible positions in the government. The director of the bureau of non-Christian tribes reports that not much headway was made during the year in placing non-Christian inhabitants in insular offices in Manila. In the bureau of non-Christian tribes there were eight non-Christians employed in 1924, as compared with four in 1923 and one in 1922.

*Non-Christian delegations.*—In line with the policy of attraction, leaders of representative groups of non-Christians were brought to Manila during the carnival of 1924. The members of the delegation were shown the different parts of the city, and places of interest were visited. These visits had a telling effect on the members of the delegations and serve to convince them of the real



feeling of friendliness which their Christian brothers have for them. Fifty-four people in all were brought to Manila in 1924 for whom ₱4,253.81 were spent as against 37 in 1923 for whom ₱2,616.68 were spent.

*Finance—Insular aid.*—There was a decrease in the total expenditures of this bureau. Taking the total expenditures of ₱358,198.40 for 1920 as basis, the total expenditures for 1921 showed a decrease of 18 per cent; for 1922, an increase of 17 per cent, which increase was due to additional funds granted this bureau to complete the Schooner *Colonist* and put it in commission; for 1923 a decrease of 74 per cent; and for 1924 a decrease of 78 per cent.

As the revenues derived from local taxation is insufficient, Provinces under this department are still dependent to a great extent upon aid granted by the central government for general administrative expenses. The amount appropriated in 1924 by the legislature for administrative aid was ₱460,000, the same amount as in 1923. Of this amount ₱389,000 was spent for general purposes representing a saving of ₱70,600. Below is a table showing the administrative insular aid granted to each Province from 1921 to 1924.

*Administrative insular aid*

Province	1921	1922	1923	1924
Agusan.....	₱55,000	₱44,00	₱37,500	₱40,700
Bukidnon.....	55,000	44,000	44,000	44,00
Cotabato.....	90,000	72,000	72,000	62,000
Davao.....	70,000	54,000	27,000	6,100
Lanao.....	62,400	49,920	52,000	59,520
Mountain Province.....	1100,000	1100,000	51,250	84,200
Nueva Vizcaya.....	45,000	36,000	36,000	36,000
Sulu.....	70,000	70,000	24,000	50,900
Zamboanga.....	25,960	20,768	12,450	5,980
Total.....	573,360	490,688	356,200	389,400

<sup>1</sup> ₱30,000 for operation of Bontoc Prison; this was transferred to the bureau of prisons on Jan. 1, 1923.

The saving of ₱70,600 mentioned above was spend mostly for construction of public improvements and the work of revision of assessment. Of this amount, ₱14,900 went to Bukidnon, ₱10,000 for Cotabato, ₱20,000 for Davao, ₱3,700 for the Mountain Province, ₱5,400 for Sulu, and ₱16,600 for Zamboanga.

The two principal sources of provincial and municipal revenues are the same as those of the regular Provinces, namely, the land tax and the cedula tax. The realty tax collection in 1924 was ₱587,981.50 as compared with ₱560,817.01 in 1923, showing an increase of ₱27,164.49. The cedula tax collection in 1924 was ₱417,685 as against ₱434,875 in 1923. The decrease in the amount of taxes collected is due to the disturbed peace conditions in some of the Provinces during the year. Below is a tabulated statement showing the amounts received by each Province from the land tax and the cedula tax.

*Comparative statement of 1922, 1923, and 1924 cedula and land tax collections*  
CEDULAS

Province	1922	1923	1924
Agusan.....	₱25,865.00	₱27,608.00	₱28,066.00
Bukidnon.....	11,836.0	13,081.00	13,731.00
Cotabato.....	37,212.0	48,170.00	42,299.00
Davao.....	77,870.00	80,934.00	79,009.0
Lanao.....	50,811.50	50,694.00	37,693.0
Mountain Province.....	42,673.00	37,287.00	40,812.00
Neuva Vizcaya.....	18,781.00	19,661.00	19,920.00
Sulu.....	60,132.00	63,799.00	67,154.00
Zamboanga.....	86,270.00	93,641.00	89,001.00
Total.....	411,450.50	434,875.00	417,685.00

LAND TAXES

Agusan.....	₱41,296.54	₱41,471.18	₱53,140.90
Bukidnon.....	13,010.77	11,386.82	14,037.55
Cotabato.....	10,791.45	11,945.08	14,187.81
Bavao.....	135,112.07	168,074.60	177,538.19
Lanao.....	14,084.37	12,828.51	18,760.84
Neuva Vizcaya.....	56,482.29	81,064.93	70,051.07
Mountain Province.....	28,906.30	24,205.13	25,921.67
Sulu.....	21,785.85	22,642.83	28,803.45
Zamboanga.....	153,066.61	187,197.93	185,540.02
Total.....	474,536.25	56,817.01	587,981.50

The extension of the period of the payment of land tax without penalty was granted to the Provinces of Lanao and Sulu. No remission of current land taxes was authorized during the year. In the case of the Province of Sulu all land taxes prior to 1924 which remained uncollected were remitted to enable the Province to collect the current taxes. Only one Province, Agusan, authorized the reduction of the land-tax rates to seven-eighths per cent, which is the maximum rate in force in the regularly organized Provinces. All the other Provinces in this bureau maintained the maximum of  $1\frac{1}{8}$  per cent except the Mountain Province, where the assessment law of Mindanao and Sulu is not in force.

The payment of cedula tax without penalty was also extended in the Province of Lanao as well as in Cotabato. The Province of Agusan petitioned for the extension of the payment without penalty of both the cedula tax and the land tax. The extension was not authorized on account of the fact that when the resolution was received in this bureau more than half of the collectible amount had already been collected.

*Assessment.*—On account of the extensive areas of undeveloped public lands in the Provinces under this bureau, the assessed value of real property is low. A revision of the old schedules of values was completed during 1924 in two municipalities of Agusan, 1 municipality in Cotabato, 4 municipalities and 3 municipal districts in Davao, and 2 municipalities in Zamboanga. During the year revised schedules were adopted by the municipality of Cotabato and all the municipal districts of Cotabato; the municipalities of Dapitan, Dipolog, and Lubungan in the Province of Zamboanga and the municipal districts of Sulu. The municipalities whose real property assessments have been revised, show a total taxable valuation of ₱11,952,650 as against ₱6,836,290 before revision, or an increase of 74.84 per cent.

The total assessed valuation of taxable property in the different Provinces at the end of 1924 was ₱59,821,678 as against ₱53,334,880.20 in 1923. Davao is leading in taxable properties and Zamboanga comes next. On the basis of the estimated population for 1924 the per capita wealth in assessed properties is ₱55.10.

*Trading system.*—At the beginning of the year there were 8 trading stores operated in the Provinces under this bureau in accordance with Act 2660 as amended, 2 of which were in Nueva Vizcaya, 4 in the Mountain Province, and 2 in Cotabato. During the year four of these stores were closed because of failure to derive any profits in monetary form. Conditions do not as yet permit the immediate closing of the remaining 4, 3 of which are in the Mountain Province and 1 in Nueva Vizcaya. While these trading stores have failed financially, they have accomplished, however, one good result in that they fostered commercial relations between non-Christians and Christians and created a better feeling between them.

The trading system established by the government under Act 2660 was not confined to the operation of trading stores. It also included the operation of cattle ranches with the object of utilizing the vast pasture lands in Mindanao and encouraging the people to invest in the livestock industry. From an economic standpoint the operation of these cattle ranches was likewise a failure. A detailed report of the financial operation of these cattle ranches is found in the annual report of the director of the bureau of non-Christian tribes.

*Agricultural colonies.*—In the Province of Cotabato alone there are seven agricultural colonies maintained by the government. Besides the colonies in this Province, there is also a colony in the Province of Lanao, known as the Momungan agricultural colony, which was established in 1914. Two new colonies were opened in 1924, namely, the Tawi-Tawi agricultural colony and the Nailag agricultural colony. As yet there are no settlers in these two last-named colonies, but it is hoped that during 1925 they will be occupied.

The purpose for which the colonies were established as expressed in act 2280 creating them are, briefly, (a) to increase the production of rice and other food cereals, (b) to equalize the distribution of population, (c) to afford opportunity to colonists to become landed proprietors and to bring under cultivation extensive uncultivated public lands. The total population of these colonies in Cotabato at the close of the year was 9,940, of which 7,145 were colonists and 2,795 were home seekers (those who took up homesteads but received no financial help from the colony administration).

From the financial standpoint, the Cotabato agricultural colonies have failed. To effect economy in the general expenses, the position of foremen and capataces which were formerly employed to handle the affairs of the colonies were abolished and only three superintendents were retained to handle the work. To enable the government to recover as much as possible the large sum of money invested

in the colonies, the colonists were required to sign a contract in which they bound themselves to pay their accounts to the government within five years under the following conditions: No interest in the first year, 1 per cent in the second year, 2 per cent the third year, 3 per cent the fourth year, and 4 per cent the fifth year. In 1923 the practice was to require the colonists to pay 35 per cent of their total production to the colony administration as a contribution to the expenses of administration. This was found, however, to be an excessive and unfair assessment because it taxed the industrious much more heavily than the lazy. It was therefore discontinued and a new plan was evolved.

The Momungan agricultural colony which was established in Lanao was formerly administered by the bureau of agriculture. It was transferred to the bureau of non-Christian tribes in 1922. From the time its administration was taken by the bureau of non-Christian tribes no loss from its operation was sustained by the government. The government collected ₱1,087.29 from the colonists in 1923 and in 1924, up to November, the collection reached ₱2,946.44.

*Reservation.*—The opening of the Santa Fe Road through Nueva Ecija and Nueva Vizcaya had the effect of bringing settlers to these Provinces from other regions. In order to provide for the needs of those who settle in Nueva Vizcaya and prevent the falling into the hands of small groups extensive public lands in this Province, those reservations which had been lying idle for years were opened. One of them is the Bagabag or Murong Reservation, which was converted into an agricultural colony by proclamation No. 22, series of 1924. This colony differs from the agricultural colonies in Mindanao in that they exist for the sole purpose of assisting the settlers and no fund is given to those who desire to settle. Ninety-six hectares of this colony is reserved for non-Christians. Three hundred and four Christian homeseekers were given lots in this colony.

Another reservation converted by the Governor General into an agricultural colony is what is known as the Manga Reservation. This colony has an area of 760 hectares. No non-Christian has as yet taken land either in this colony or in the Bagabag colony.

The Salinas Reservation in Nueva Vizcaya has still 33 unassigned lots, all of which are pending assignment.

The Calabgan Reservation, in northern Tayabas, which was established in 1914 originally for the Negrito families, was closed in 1923, due to the great expense involved and the small number of Negritos that could be kept in this reservation. The improved portion of the reservation, consisting of about 300 hectares and planted with 3,500 coconut trees, was transferred to the bureau of education for school purposes. The bureau of non-Christian tribes has an agent in this region to look after the affairs of the Negritos.

#### BUREAU OF CONSTABULARY

*Activities.*—The constabulary was kept in continuous movement during the year as a result of the disturbances in Mindanao, the activities of the secret organizations in the Visayan regions and the anti-Chinese movement which started in Manila and spread in some of the Provinces. A more detailed account of the services of the constabulary in connection with the maintenance of law and order has already been mentioned in the early part of this report. To these may be added the activities in connection with the suppression of animal diseases which broke out in central Luzon. As usual, the constabulary performed its work in a most efficient manner and proved itself fully equal to the needs of the service.

*Organization.*—The authorized strength of the constabulary for the year was 396 officers and 6,325 enlisted men, as against 382 officers and 5,902 enlisted men in 1923. The increase of 14 officers and 423 enlisted men was authorized by an act of the legislature for emergencies. At the close of the year there were 390 officers and 6,163 enlisted men. There were 15 Americans and 375 Filipinos in the commissioned service. The constabulary forces occupy 154 stations. Four officers are detailed for duty with other bureaus, 1 officer is a pensionado in the Massachusetts Institute of Technology, 19 officers act as provincial governors, lieutenant governors, justices of the peace, and special tax collectors in the specially organized Provinces in addition to their duties as constabulary officers. There were 9 resignations of officers and 32 appointments made to the commissioned grade in 1924. A Moro, who is a native of Sulu, was appointed third lieutenant and was assigned in Mindanao and Sulu. This is in line with the policy of the Government of appointing non-Christians in the service whenever practicable.

*Discipline, casualties, retirement.*—Notwithstanding the fact that the constabulary was unusually active during the year and was in continuous movement,

the discipline was at high standard. Seven officers were reduced in files. There were 986 trials of enlisted men by summary court and 69 dishonorable discharges.

During the year, 3 officers and 21 enlisted men were killed, 2 enlisted men died from wounds received in line of duty, 1 officer and 19 enlisted men died of sickness contracted in line of duty. Seven officers and 75 enlisted men were retired because of failing health under the provisions of section 874 of the Administrative Code as amended by Act No. 3157.

*Financ.*—The cost of maintaining the constabulary for the year was ₱4,974,346.73, which is ₱280,793.91 more than that spent in 1923. The total receipts from different sources of activity was ₱56,788.86, which is ₱14,089.12 more than that received in 1923.

*Miscellaneous activities.*—Aside from the regular duties of maintaining public order throughout the country, the constabulary also intervened in a number of disputes over ownership of land in Camarines Norte, Nueva Ecija, Pangasinan, Cavite, Tarlac, and Sulu to prevent disturbance of public order. It devoted a great deal of its time as in previous years in investigating and verifying applications for firearms. It cooperated with other offices in the work of combating locust, anthrax, and rinderpest; in conducting clean-up week; in guarding prisoners, bank employees, and customs harbor; in serving subpoenas, and in escorting government officials. In addition to these, the constabulary had sent 14,221 patrols, covering 1,075,843.99 kilometers. It made 155 opium raids and 567 gambling raids and arrested 111 persons for illegal fishing with explosives.

*Firearms.*—The total number of permits and licenses issued by the bureau to possess or carry firearms up to and including December 31, 1924, was 28,401 as against 25,134 for 1923, showing an increase of 3,217.

In the district of Mindanao and Sulu the total number of firearm licenses and permits issued up to the end of the year was 3,418.

Six thousand seven hundred and sixteen firearms were in the hands of municipalities in 1924 as against 5,893 in 1923, showing an increase of 823.

*Municipal police.*—There were at the close of the year 6,718 men in the municipal police force; of this number 844 were chiefs, 315 were sergeants, and 5,559 were privates. The average pay of chiefs of police was ₱35.28; that of sergeant is ₱26.29; and that of private is ₱18.17. The municipal police of Cavite was under the control of the constabulary throughout the year. The municipal police of Bulan, Sorsogon, was placed also under the constabulary for some time.

#### PHILIPPINE GENERAL HOSPITAL

The Philippine General Hospital was formally opened to the public in 1910 and with the close of the year under review it completed 14 years of its existence. The Southern Islands Hospital, located at Cebu, which is under the supervision and control of the Philippine General Hospital, completed its eleventh year.

The construction of the much-needed storehouse was begun during the year. When completed, this will be the tenth building of which the hospital is composed.

The achievement of any hospital during the year is measured largely by the number of patients attended. During 1924, 77,603 patients were treated in the different departments of the hospital which is 179 patients more than those treated in 1923. The patients treated are classified as follows:

	1923	1924		1923	1924
Treated in the wards.....	12,559	13,104	Out-obstetrical service.....	1,009	1,418
Free dispensary.....	48,448	49,322	Social service.....	5,018	3,368
Emergency division.....	3,492	3,118			
Consultation office.....	3,060	3,441	Total patients.....	77,424	77,603
Physical therapy department..	3,838	3,832			

Of the 13,104 patients treated in the wards of the hospital, 12,625 were discharged and 479 remained on January 1, 1925. Of these patients, 5,641 were males and 6,984 were females. Of the 12,625 patients discharged, 8,446 recovered; 2,518 improved; 726 were unimproved; 98 were transferred to other hospitals; 7 absconded; and 830 died.

Of the 12,625 patients discharged during the year, 9,109 were from Manila, 1,615 from Rizal, 492 were from Cavite, 318 were from Laguna, 277 were from Bulacan, 153 were from Batangas, 149 from Nueva Ecija, 115 from Pampanga, and 101 from Tayabas. The remainder were scattered in different Provinces. Isabela, Masbate, Misamis, Negros Oriental, and Romblon have one each.

The number of births in the hospital was 1,776 in 1924 as compared with 1,715 in 1923. The rate of mortality was 6.33 per cent of the cases treated this year as compared with 6.35 per cent in 1923. The number of days of hospital treatment was 172,271 as compared with 166,153 in 1923. The largest number of patients registered on a single day was 503 and that was on July 11, 1924.

The present capacity of the Philippine General Hospital is 603 beds, the same as last year. Notwithstanding this great capacity the number of patients refused admission due to lack of beds was 3,324 as against 2,449 in 1923. This simply goes to show that the people are realizing more and more the efficacy of hospital care.

The table below shows the accomplishments in other services:

	1923	1924
Number of operations (all classes).....	6,565	6,369
Number of dressings (all classes).....	119,547	125,174
Number of medico-legal cases.....	1,431	1,400
Number of ambulance calls.....	4,050	4,039
Number of prescriptions filled.....	99,262	104,911

The following members of the hospital staff prepared scientific papers during the year on varied subjects: Drs. Ariston Bautista, A. B. M. Sison, Pilar Cruz, P. Ignacio, Modesta Ignacio, Luis Guerrero, Perpetuo Gutierrez, Pedro Villaseñor Baldomero Roxas, Aristeo Ubaldo, Antonio S. Fernando, Herminio Velarde, Orosa-Luna, Villafranca, Felisa Nicolas Fernando, Vivencio Alcantara and Conrado D. Ayayao.

The condition of the departments of medicine, surgery, obstetrics and pediatrics was in general satisfactory. All the beds in the wards of the department of medicine were occupied nearly all the time during the year.

The Philippine General Hospital lost the services of one of the ablest surgeons in the Far East, Dr. Potenciano Guazon, of the department of surgery, who died on March 24, 1924. After his death, the department of surgery was reorganized, the most important feature in the organization of which was the creation of an orthopedic section in charge of Assistant Professor Antonio Vazquez, lecturer in orthopedic. Because of the creation of this section there has been greater success in the operative treatment of simple fractures and other bone lesions than any of the two preceding years. Through the philanthropy of Doctor Guazon, the operating pavilion of the Philippine General Hospital will soon have an annex for the operation of charity cases, ₱20,000 having been donated by the deceased.

Both the department of eye, ear, nose, and throat and the pathological laboratory were kept busy during the year. In spite of the difficulties they encountered because of lack of space both departments have been able to accomplish a considerable amount of work.

The modern ultra-deep therapy X-ray apparatus which was recently acquired by the hospital was installed during the year in my presence. It has proved unserviceable, however, after a few days use on account of a defect in the apparatus. This defect was communicated to the agent of the Victor Co. of Chicago.

The department of dentistry which is under the supervision and control of the Philippine General Hospital registered an increase in the number of patients during the year.

The total appropriation for the Philippine General Hospital for the year from all sources was ₱1,068,865.44. Of this amount, ₱10,083.32 was contributed by the city of Manila to defray part of the expenses of the Philippine General Hospital for the care and treatment of city free patients and for the maintenance of out-obstetrical charity service within the city.

The total operating expenses for 1924 was ₱871,659.97, which is ₱12,954.23 less than the expenses for 1923, which were ₱884,614.90. The average daily cost for each patient was reduced from ₱5.20 in 1923 to ₱5.06 in 1924, or a decrease of ₱0.14 a day.

The income of the hospital derived from accommodations and subsistence, hospital fees and miscellaneous incomes amounted to ₱164,625.97 for 1924 as against ₱165,479.90 in 1923, showing a decrease of ₱85,393.

## SOUTHERN ISLANDS HOSPITAL

The Southern Islands Hospital, in Cebu, is an extension of the activities of the Philippine General Hospital and functions in the same line as the latter. It became a part of the latter institution since 1918. The greatest need of the hospital is more accommodation in the free as well as in the pay sections. For lack of accommodation, 459 patients were refused admission during the year. Cebu luckily has a maternity house and a children's ward operated by the woman's club, with a total capacity of 20 beds. Were it not for this institution, the number of rejected patients would have undoubtedly been more. It is due to this institution also that the Southern Islands Hospital records only 51 births during the year. This Southern Islands Hospital has a regular bed capacity of 86. With an average number of patients daily of 75, it can be seen that this hospital was in its full capacity during the year.

The total number of patients admitted during the year was 2,385, as compared with 2,122 in 1923, or an increase of 263. This increase is attributed to the fact that those patients who could afford to stay outside and continue the treatment at their home or in free dispensary were discharged as early as possible.

The mortality rate of the total cases treated was 8.2 per cent. The total number of operations performed during the year was 1,516, as compared with 1,243 in 1923, or an increase of 20 per cent. Of these operations, 167 were major, 502 were minor, and 879 were emergency cases.

During the year, 2,874 laboratory examinations were made. Twelve thousand two hundred forty-nine dispensary cases were registered, as compared with 15,293 in 1923, the decrease being accounted for by the fact that there are 8 puericulture centers in Cebu which extend free consultation to mothers and children.

The operating expenses for 1924 amounted to ₱135,168.58, as against ₱138,721.86 for 1923, representing a decrease of ₱3,553.28. The average daily gross cost of operating the hospital was ₱370.32 and the average daily gross cost for the case of each patient was ₱5.44.

The earnings of the hospital amounted to ₱24,656.51, as against ₱27,282.62 for 1923. The decrease of ₱2,626.11 is due to the fact that the pay patients admitted this year were less in number than last year. Deducting the earnings of ₱24,656.51 for 1924 from the gross operating expenses of ₱135,168.58, there is left a net operating expense of ₱110,512.07. The total income of the hospital represented a refund to the government of 18 per cent of the hospital operating expenses.

## OFFICE OF THE PUBLIC WELFARE COMMISSIONER

*Organization.*—This is the fourth year of the existence of this office. Its organization began on May 1, 1921, by virtue of Act 2988, pursuant to which the former public welfare board and the bureau of dependent children were merged. Created originally for the purpose of combatting infant mortality, the activities were gradually extended so that it now looks also after the proper care of the destitute and dependent classes of people and the encouragement and coordination of all charitable activities and the improvement of the conditions of living in the Islands.

The same amount appropriated for this office in 1923 was also given in 1924; and for this reason, instead of undertaking new work which could not be continuously carried out during the year, efforts were directed toward improving the activities already undertaken. The private charitable organizations that were given subsidy by the government were encouraged to increase their private funds with the view to making them less dependent upon the government.

In its mission to reduce infant mortality, this office utilized the puericulture centers which are organized in all important towns of the Philippines. A coordination of the work of all organizations for charitable purposes under the supervision of this office was made in order to avoid duplication. In institutions directly maintained by this office no expansion of their activities was permitted when they could be taken care of by other agencies in the same office.

There are four different units handling the work of this office, each of which has a specially trained personnel. These units are (1) maternity and child hygiene, (2) division of dependent children, (3) general welfare division, and (4) administrative division. Aside from the regular office personnel, there were 365 technical employees paid by puericulture centers. Of this number there were 154 physicians, 3 dentists, 155 nurses, and 53 licensed midwives. The 154 physicians consisted of 78 private physicians, 73 health officers, and 3 Philippine Constabulary surgeons.

*Maternity and child hygiene.*—There is not a town of importance to-day in the Philippines which does not have a puericulture center. These centers serve as agencies to inform the public with regard to the proper care of the mothers and infants, and it is through them that the office of the public welfare commissioner accomplishes its main function of combatting infant mortality. On account of the limited funds at the disposal of the public welfare commissioner to carry out the maternity and child hygiene work, only 37 new centers were organized in 1924 as compared with 80 in 1923. At the close of the year under review there were registered 300 puericulture centers as compared with 263 in 1923. Physicians and nurses of the office of the public welfare commissioner made 980 visits to these centers during the year to inspect their work.

In order that the work of the centers may be more efficiently conducted, nurses working on the centers were required to undergo special training of at least two weeks either in Manila, Cebu, or Bacolod, where training centers are located. During the year, 68 graduate nurses and 38 post-graduate students in the School of Public Health Nursing were trained in puericulture center work. Two nurses' institutes were held, one in Manila and another in Cebu, during the year. In these institutes the method by which puericulture center work may be efficiently carried out was shown and discussed.

In its work of promoting maternal and child hygiene, the office was greatly assisted by the three schools of midwifery which were operated during the year, one in Manila, another in Cebu, and the third in Bacolod, Occidental Negros. These three schools furnished the community with properly trained midwives.

In order that the growth of Filipino children may be accurately determined, a new weight-height-age table was adopted and used by this office during the latter part of the year to replace the standard of weight and height that was formerly used which was based on American and European children.

*Dependent classes of children.*—An important activity undertaken by the office of the public welfare commissioner is that which relates to the dependent classes of children. Of the child-caring institutions in the Philippines, only two are operated by the public welfare commissioner, namely, the Orphanage at Makati, Rizal, and the Agno Boys' Home in Manila. The city boys' and city girls' reformatories are operated by the city of Manila. Pursuant to Act 3203, which was passed during the year, the control and supervision of these reformatories have passed to the office of the public welfare commissioner. During the year, 282 orphans and destitute children were taken care of in the Orphanage of Makati and 47 in the Agno Boys' Home.

This office supervised the work of the settlement house of the Asociacion de Damas Filipinas, which receives government subsidy. By virtue of Act 3094 the work of the House of the Good Shepherd and of the American Guardian Association were also supervised.

*General welfare work.*—There are private charitable organizations and institutions in the islands besides the puericulture centers that receive government aid and whose work was supervised and coordinated by the office of the public welfare commissioner in order that the funds may be wisely spent. These are: The Philippine Islands Antituberculosis Society, to which ₱36,000 was contributed by the government. The Gota de Leche, which conducts free consultation service for mothers and babies and distributes fresh cow's milk free or with pay, was given ₱12,000; the Associated Charities of Manila, which extends relief to the needy, finds employment for the unemployed, gives vocational training to mothers and widows that might support themselves, and educates the public in constructive charity, was given ₱5,000; the Asociacion de Viudas y Solteras, which maintains a hospital and dispensary at Lucena, Tayabas, where indigent patients receive free medical and nursing services, was given ₱2,400; the Asociacion de Damas Filipinas was granted ₱10,000, and the National Federation of Women's Clubs was granted ₱1,366.

A clean-up week was observed from December 7 to 14, 1924. The observance of this movement has served to arouse the spirit of community pride and gave wonderful results toward cleanliness and beautification of the home and home surroundings. During the year there were distributed to the public 97,528 pamphlets and 4,419 posters, most of which dealt on maternity and child hygiene and general welfare.

The total amount spent by this office in 1924 to carry out its activities and those of private organizations receiving government help was ₱496,929.88, as against ₱493,528.91 in 1923, representing an increase of ₱3,400. The total amount of expenditure of ₱496,929.88 was distributed as follows: For maternity and child hygiene work, ₱307,868.38, or 61 per cent; for the care of dependent classes of children, ₱113,641.41, or 22.9 per cent, and for general welfare activities, 75,420.92, or 15.2 per cent.

## CITY OF MANILA

*Personnel.*—When the year opened Mr. Santiago Artiaga, city engineer, performed the duties of the mayor by operation of Act 3121 until February 9, when the reins of the city government were handed over to Hon. Miguel Romualdez. In the municipal board several changes took place. There was, first, the case of Member Regonimo Santiago, who on June 3 severed his connection as a result of the ruling of the insular auditor that his appointment as mayor by the Governor General on November 19, 1923, which he accepted but which the Philippine Senate rejected on December 14, 1923, did not entitle him to return to the municipal board as member thereof. Mr. Santiago was out from June 3 to August 6, 1924, and during this period Mr. Segundo Agustin substituted for him. Mr. Santiago, who brought his case to the supreme court on quo warranto proceedings, returned to the board after having secured favorable decision of that court that he had a lawful right to act as member of that body. On June 18, 1924, Member Periquet was suspended from office by the Governor General as a result of a criminal charge brought against him in connection with an award of contract for the construction of the Singalong Elementary School. Mr. Periquet returned to duty on August 6, 1924, upon his acquittal by the court of first instance. Mr. Vicente R. Alindada acted in the place of Mr. Periquet while the latter was undergoing suspension. The third member of the board to fall, at least temporarily, was Mr. Perfecto Del Rosario, who, on June 18, was suspended by the Governor General upon filing by the office of the city fiscal in the Court of First Instance of Manila of charges of estafa, of which he was convicted. General Antonio Montenegro was appointed to act in his place. At the date of the writing of this report, the supreme court, to which the case was brought on appeal, acquitted the defendant. Mr. Del Rosario was still under suspension when the the year 1924 closed.

Toward the latter part of the year an administrative investigation was conducted into the facts and circumstances surrounding the proposed purchase by the city of Manila of the school buildings and grounds belonging to Dña. Benita Quiogue de Del Rosario. As a result of this investigation and upon the recommendation of the investigator, which was concurred in by the secretary of the interior, Members Geronimo Santiago, Aurelio Periquet, Jose Ciria Cruz, and Perfecto del Rosario were suspended from office by the Governor General for a period of three months beginning December 26, 1924. Messrs. Salvador Barrios, Anastacio Quijano, and Felipe Tempongo were appointed by the Governor General to temporarily occupy the seats of the suspended councilors. In this investigation conducted by Mr. Del Rosario of the executive bureau, Mr. Santiago Artiaga, city engineer, and Mr. Julio Francia, city assessor, were included. Both were given a warning to be more careful in the future, following the recommendation of the special investigator.

*Municipal board.*—During the year the municipal board passed 92 ordinances and 204 resolutions. Out of the 92 ordinances 20 were on reversion and reappropriation of various sums, 35 were appropriations for sundry projects, 19 were ordinances amending or repealing certain sections of the Revised Ordinances, and the rest on varied subjects. Of the 204 resolutions 11 were on readjustment in departmental appropriations or for covering overdrafts, 64 were on adoption of old street lines, 16 were on adoption of new street lines, 36 were on acquisition of real properties, 15 were on sale of city lands or buildings, 17 were on transfer of funds, and 45 on miscellaneous subjects. Eight proposed ordinances and two resolutions were vetoed by the mayor.

*Police department.*—The total number of personnel in this department was 809 in 1924. With the exception of the slight disturbances in connection with the anti-Chinese demonstration which took place during the month of October, of which mention is made at the beginning of this report, law and order has been maintained.

There were 100 trials by the summary court during the year as against 130 in 1923, representing a decrease of 30 cases, or 23 per cent.

Of the accidents reported by this department that happened during the year, the greatest number is that of automobile accidents, totaling 2,063 in all, out of which 434 resulted in injury and 7 in deaths. There were 507 street-car accidents from which 158 were injured; carromata accidents totaled 578 and injured 170. The department made 25,103 arrests, or an increase of 5,523 over last year. The offenses for which the greatest number of arrests were made are: gambling, 7,826; cruelty to animals, 4,222; violation of public vehicle regulations, 2,396; theft, 1,658; breaches of the peace, 1,042; disobedience to police order, 512;



lesiones, 622; prostitution, 598; vagrancy, 574; possession of opium, 495; robbery, 386; misdemeanor against persons, 380; estafa, 357; and disorderly conduct, 304. The rest are scattered.

The department recovered ₱10,780.23 in money and property to the value of ₱109,884.81.

The same policy adopted by this department in 1922 and 1923 of warning rather than of making arrests for petty offenses was continued in 1924.

*Public improvements.*—The Burnham memorial on Burnham garden was completed toward the end of the year at a cost of ₱9,797. A public lavatory for which ₱16,215 was appropriated was constructed, and at the close of the year 50 per cent of the building was finished. During the year 4 buildings were altered, 3 were repaired, 1 bridge was widened, and a small wooden bridge was constructed; 3,045 square meters of new streets were constructed and 74,693 square meters were asphalted; 6,630 square meters of sidewalk, 1,999 lineal meters of curb, and 3,508 lineal meters of canals and drainage were constructed.

*Inspection and permits.*—The number of permits issued for gas installations tested and approved was 2,098 as against 2,292 for 1923; 2,098 gas meters were inspected and ₱11,843 collected, as against 2,292 inspected and ₱14,255 collected in 1923.

The fees collected for boiler, motor, and machinery inspection was ₱17,541, as compared with ₱17,378.50 in 1923; 1,493 projects for plumbing installations were inspected as against 1,426 in 1923; 1,819 plumbing permits were issued in 1924 as against 1,548 in 1923. The total number of building permits issued was 8,803 and that of miscellaneous permits was 1,978. The value of all constructions for which permits were issued amounted to ₱5,804,150, as compared with ₱7,325,860 in 1923 and ₱7,432,032 in 1922.

*City schools.*—The enrollment for 1924 exceeded that for 1923 by 3,627 pupils. The increase in the number of intermediate pupils was approximately 2,000 pupils while in the high school the increase was approximately 1,000 students. The enrollment in the public schools of the city in December, 1924, was 64,283, including 6,852 pupils attending the night schools. This number represents approximately 23 per cent of the total population. In spite of lack of adequate buildings and playground facilities, the schools have progressed. The teachers are reported as steadily advancing in academic attainments and professional efficiency. The school attendance has been regular and steady as a consequence of the satisfactory health condition in the city. The health force in the service of the public schools of the city consists of 1 part-time dentist and 7 nurses employed by the department of city schools, 2 physicians employed by the Philippine Health Service, and 6 full-time dentists and 3 nurses employed by the Philippines chapter of the Junior Red Cross. Every child was examined at least once during the school year. All new applicants for admission to the city schools were given physical examination before they were admitted. Of the 57,431 children enrolled in the public schools, 36,894, or 65 per cent, were found suffering from physical defects.

During the year four privately owned buildings were constructed in accordance with the plans approved by the educational authorities and were rented to the city. The finances of the city of Manila in 1924 were such as to make the construction of new school buildings by the city impossible. The four buildings which were rented during the year have helped much to improve the housing conditions of the San Sebastian Primary School, Tondo Intermediate School, Gagalangin Elementary School, and Rizal Elementary School. The greatest need in the city school problems continues to be that of schoolhouses.

*Fires.*—One hundred and sixty-two fire alarms were received during the year, which were 7 less than in 1922, and 9 more than in 1923. Of the total number of alarms received, 4 were false and 4 were beyond city limits. The total fire loss during the year was placed at ₱1,327,685 as against ₱480,699 in 1923 and ₱1,310,258 in 1922. Of the number of fires registered during the year, 114 are attributed to carelessness, 17 accidental, 6 incendiary, and 11 suspected incendiary, and 8 from unknown causes.

Fire Prevention Day was observed in the city, on April 26, 1924, in a most fitting manner. Suitable placards containing instructions on how to prevent fires were posted in all conspicuous places in the city. In the morning a fire-fighting demonstration was held at the Luneta and was attended by thousands of people.

*Assessment.*—During the year 1,489 buildings were completed and were listed for taxation at a valuation of ₱4,486,668, as against 1,421 in 1923, valued at ₱5,637,702. Three hundred houses whose owners asked for revision were revised and reassessed during the year and the assessed valuation was reduced from

₱4,821,378 to ₱4,160,032. The total assessed value of the land subject to taxation on January 1, 1924, was ₱106,343,387, as against ₱105,177,646 on January 1, 1923. The difference is accounted for by the increase of the assessed value of certain lots revised during the year and not to actual territorial expansion. The total assessed value of land and improvements in 1924 was ₱242,478,723, as compared with ₱237,166,872 in 1923.

The total exempt property in the city of Manila from 1920 to 1925 may be seen in the following statement:

Year	Land value	Improved value	Total
1920.....	₱48,700,999	₱32,822,835	₱81,523,834
1921.....	49,110,652	52,046,398	101,157,050
1922.....	48,880,960	52,711,662	101,592,622
1923.....	48,859,900	52,901,567	101,760,467
1924.....	66,916,639	51,983,422	118,900,061
1925.....	67,127,752	52,470,337	119,598,089

Exempt property is classified as follows:

	Land value	Improved value	Total value
Insular Government.....	₱38,929,175	₱18,678,434	₱57,607,609
United States Army.....	4,071,403	3,192,990	7,264,393
City of Manila.....	16,153,981	5,924,619	22,078,600
Roman Catholic Church and orders.....	5,734,525	21,187,480	26,922,005
Protestant Church.....	1,024,285	1,745,990	2,770,283
Philippine Catholic Church.....	9,837	54,400	64,237
Miscellaneous.....	993,433	1,199,501	2,192,934

*Finance.*—The total cash collections for 1924 amounted to ₱6,732,483.11 as compared with ₱6,426,750.33, showing an increase of ₱305,732.78. This increase was due to the judicious and energetic enforcement of the laws in the collection of the principal sources of revenue of the city.

The total expenditures of the city for 1924 from the general, street and bridge, and school funds of the city reached the amount of ₱6,703,929.94, which, compared with those of 1923, amounting to ₱7,164,773.78, shows a decrease of ₱460,843.84.

The balance at the close of business on December 31, 1923, of the bond issue fund was ₱401,966.76, the expenditures therefrom made during the year 1924 amounted to ₱76,218.83, thus leaving a balance of ₱325,747.93 on December 31, 1924.

*Reformatories.*—The city operated two reformatories, one for delinquent boys and one for delinquent girls. In these reformatories the inmates were taught various kinds of trade or industry which suited their inclination and which would enable them upon release to earn an honest living.

The average daily number of inmates in the boys' reformatory was 292. The number of inmates at the end of the year was 335. Twenty-four boys were discharged at the expiration of their respective terms of confinement therein, 6 were taken by their parents, 27 were pardoned by the Governor General, 6 died at the San Lazaro Hospital and at the Philippine General Hospital, 1 transferred to the city insane asylum, and 66 ran away from the institution. Fifty boys were captured, mostly by the trusted boys of the institution.

In the girls' reformatory, the total number of inmates at the close of the year was 61. Of the 14 discharges registered in this reformatory during the year, 4 were pardoned by the Governor General, there were 3 whose term expired, 4 escaped, 2 were transferred to Bilibid, and 1 was discharged by order of the court of first instance.

As already stated elsewhere in this report, the administration and control of these reformatories were transferred to the office of the public welfare commissioner under act No. 3230.

*City insane asylum.*—The total number of inmates for 1924 in the asylum was 195 as compared with 203 in 1923 and 159 in 1922. Of the 195 inmates in 1924, 109 are male and 86 are female. During the year, 139 were discharged after they had been examined by an authorized representative of the bureau of health. There were 54 deaths registered in 1924 as compared with 45 in 1923.

## CITY OF BAGUIO

There was no change in the governmental organization of the city of Baguio during the year. Mr. E. J. Halsema continued to be the mayor and the city engineer.

*City council.*—Important changes took place in the membership of the city council. Upon the retirement of Colonel Knauber, Philippine Constabulary, from the service, Major Malone, Philippine Constabulary, was appointed in his place. Major Malone, however, did not remain long in his post as councilman as he was transferred by constabulary orders to Jolo, Sulu. In his place, Major Livingston was appointed. At the close of the year, the city council was constituted by Hon. E. J. Halsema, Mayor; Col. E. F. Taggart, United States of America, retired, vice mayor; Maj. C. E. Livingston, Philippine Constabulary, and Messrs. Pascual Pacis and Martin Carreon, councilmen, the last two being the only elective members of the council.

Three important resolutions were passed by the city council during the year one of which authorized the laying out of a golf course within the city; the second was a request for earlier mail service for the city of Baguio, and the third was on the establishment of a fourth-year class in the Mountain Province High School, the city of Baguio to finance the same.

The city council organized itself only once during the year as a board of tax appeals under section 2567 of the Administrative Code and acted on only one protest on assessment.

*Igorot advisory council.*—The charter of the city of Baguio provides for an advisory council of five members composed of Igorots, the main function of which is to advise the city council on matters of general interest to the non-Christian inhabitants of the city. During the early part of the year the council met regularly, but from September on and until the year ended no more meetings were held, the members having stated that they did not have any matter to present.

*Accomplishments.*—Among the accomplishments reported for the year by the office of the city engineer, may be mentioned the following: The installation of a new unit hydroelectric plant; the extension of street lights, markets, plaza, and water mains; the improvement, grading, and asphaltting of streets; the construction of temporary market sheds and comfort station; the construction of a 7-room school at teachers' camp, of a golf course in Burham Park, and of an auditorium to serve as community hall; the completion of Lucban School; the realignment of some roads; and the reforestation behind Lucban School. Seventy-three building permits were issued during the year by the office of the city engineer as compared with 59 in 1923 and 51 in 1922.

Anyone who reads the report of the mayor of the city of Baguio must be impressed with the efficiency with which the public utilities owned by that city are managed. The table below shows the financial status of these utilities.

	Receipts	Expenses	Profits
Telephone system.....	P16,324.20	P14,293.64	P2,030.56
Ice plant.....	12,438.18	9,718.58	2,719.60
Electric-light plant.....	57,318.02	24,363.62	32,954.40
White truck transportation.....	16,351.50	7,300.48	9,051.02
Concrete-pipe factory.....	9,345.00	8,821.13	523.87
Rock crusher.....	15,265.46	13,803.78	1,461.68
Pail and garbage system.....	8,486.17	7,188.49	1,297.68
Water-supply system.....	19,474.31	14,853.71	4,620.60
Total.....	155,002.84	100,343.43	54,659.41

In this connection, it should be stated that the management of the public utilities in Baguio is entrusted to the city engineer, who is also the mayor of the city.

*Justice.*—The office of the city attorney reports that it had handled 166 criminal cases, of which 132 resulted in convictions, and the rest either dismissal or acquittal. The justice of the peace court had a clear docket at the termination of the year. The court disposed of 175 criminal cases and handled 25 civil actions. The collection reached P1,518.25, or an increase of P402.20 over that of last year.

*Finance.*—The financial standing of the city at the close of the year is shown on the following table:

Sources	1923	1924	Increase	Decrease
<b>GENERAL FUND</b>				
Balance Jan. 1.....	P170, 187. 37	P202, 542. 20	P32, 354. 83	-----
Receipts during year.....	563, 743. 16	516, 059. 39	-----	P47, 683. 77
Total.....	733, 930. 53	718, 601. 59	32, 354. 83	47, 683. 77
Expended during year.....	531, 388. 33	502, 291. 99	-----	28, 846. 13
Balance at end of year.....	202, 542. 20	216, 309. 60	-----	-----
<b>WATERWORKS FUND</b>				
Balance Jan. 1.....	9, 937. 26	10, 175. 33	238. 07	-----
Receipts during year.....	19, 609. 91	19, 485. 70	-----	124. 21
Total.....	29, 547. 17	29, 661. 03	238. 07	124. 21
Expended during year.....	19, 609. 84	18, 371. 03	-----	1, 000. 00
Balance at end of year.....	10, 175. 33	11, 290. 00	-----	-----

The decrease of P47,683.77 which may be noted in the general fund is explained by the fact that in 1923 the city received from the Philippine Constabulary the amount of P40,000 for rental of the Constabulary Hill, while in 1924 the amount received from the same bureau was only P13,434.03. The decrease of P124.21 in the waterworks fund is explained by the fact that the city received an insular aid of P10,000 from the bureau of public works for the completion of the Baguio waterworks construction, while in 1924 no aid was given.

The total assessed value of real estate in the city for 1924 was P8,823,920, as compared with P8,810,035 in 1923, P8,690,967 in 1922, and P8,568,355 in 1921. The total value of real estate exempted from taxation during 1924 was P6,237,713.20, as compared with P6,107,390 in 1923, P6,127,275 in 1922, and P5,590,500 in 1921.

*Health.*—The sanitary condition of the city continued to be excellent. In spite of the fact that a large part of the population are non-Christians, yet in this city, which has an estimated population of 8,000, the death rate is lowest in the Philippine Islands, which is 12 per thousand. Through the employment of a nurse, infant mortality has been reduced. Baguio has a water supply which has been found safe by expert bacteriologists.

During the year there were registered 126 births, 69 marriages, and 98 deaths, respectively, a decrease of 71, 4, and 38, respectively, below those of 1923.

The policy laid down by the council of state to employ non-Christians whenever possible was closely adhered to by the city government. This policy had the effect of encouraging the natives to send their children to schools to obtain higher education. The majority of the persons employed are, however, not natives of Baguio proper, but of the interior of the Province, and this is accounted for by the fact that higher education therein started earlier and had taken a firmer hold. Since the resolution of the council of state went into effect, 37 vacancies in the city government were filled by Igorots and only 17 were filled by Christians.

Baguio is attracting the attention of all classes of people to-day. The coolness of its climate, the grandeur of its scenery, the excellent transportation facilities offered, and the fame of its improvements—all combine to make it an alluring land for Filipinos and foreigners alike.

#### METROPOLITAN WATER DISTRICT

*Organization and personnel.*—The Metropolitan water district is a public corporation created by Act 2832 of the Philippine Legislature for the purpose of furnishing the inhabitants of the city of Manila and the neighboring municipalities of an adequate supply of water and sewerage service. According to this law, the district "shall comprise all territory within the boundaries of the city of Manila and the near-by municipalities of Montalban, San Mateo, Marikina, Pasig, Pateros, San Pedro Makati, San Juan del Monte, San Felipe Neri, Calocan, Malabon, Navotas, Pasay, and Parañaque." The corporate powers of the district according to this act as amended in 1923 by Act 3109 are exercised by a

board of seven members, composed of the mayor of the city of Manila, the president of the municipal board of the city of Manila, the governor of the Province of Rizal, the director of public works or his representative, the engineer of the city of Manila, the city treasurer, and a taxpayer of the district appointed by the Governor General with the consent of the senate. The charter of the Metropolitan water district was passed on March 6, 1919. Prior to that date the water supply and the sewerage service were operated by the city of Manila. The year 1924, therefore, was the fifth year of the existence of the district as a separate and distinct corporation.

The offices and current business of the district are conducted by a staff of executive officers consisting of a manager, an assistant manager, and a secretary-treasurer.

Mr. Abraham Gideon, the manager of the corporation, who went on an extended leave abroad on July 2, 1923, returned to duty on January 25, 1924. During his absence Mr. Federico J. Muñoz, assistant manager, discharged the duties of the manager. Mr. Muñoz died in February, 1924. His position was still vacant when the year closed.

*Operation.*—The policy of the district is to improve the service and extend steadily the water supply district lines and the sewerage pipe lines. The watershed, the headworks, the road and telephones, the pipe lines and tunnels, the new reservoir and grounds were all reported in good condition. The chlorination work at the reservoir was carried on uninterruptedly the whole year. All breaks, leaks, or stoppages in the distribution system were repaired promptly. At the beginning of the dry season the whole system was carefully examined and all fire hydrants, public hydrants, part and ground hydrants were fixed up to conserve the water as much as possible. The total number of repairs to the pipe lines was 855 as against 832 in 1923, 985 in 1921, and 1,023 in 1920. No serious breaks occurred during the year.

*Public hydrants.*—At the close of the year there were 336 public hydrants within the city limits, as against 335 in 1923, or an increase of 1. The construction of new public hydrants has been discouraged in order to insure the people of clean water.

There are at present 779 fire hydrants within the city limits, 11 in Pasay, 11 in Caloocan, and 5 in San Juan. The number in Manila decreased by 1 and that of San Juan increased by 5.

*Services and consumption.*—During the year the district maintained 16,956 services as against 15,458 in 1923, or an increase of 1,498 services for the year. Prior to the organization of the Metropolitan water district, the average increase in services per annum was about 400 and since the organization the increases have been as follows: 1,183 in 1920, 1,318 in 1921, 1,420 in 1922, 1,576 in 1923, and 1,498 in 1924. This shows that the people are gradually appreciating the necessity of having water supply services in their private dwellings. The services could still be augmented but for the fear that it would result in an insufficient supply of water.

The average daily consumption and per capita consumption of water during the year was practically the same as the preceding year, the average daily consumption being 79,370 cubic meters or very nearly 21,000,000 gallons per day and 70 gallons per capita per day, as against 75 gallons per capita per day in 1923.

The average daily consumption per capita in Manila is 70 to 75 gallons per day. Provision is being made for 100 gallons per capita per day which is the standard for many cities in the United States. In 1921, the city of London consumed 42.5 gallons per day per capita while in Paris, France, it was 81 gallons.

*Meters.*—Considerable annoyance to the inhabitants of the district was caused in connection with the installed meters. There is at present no uniform type of meters used. Any meter that registers in cubic meters is accepted for installation. Many of the meters sold by importers have no provision for spare parts, and the result is that if such parts of the meters that can not be repaired at the shops of the district breaks down, the meter has to be condemned causing annoyance and expense to the property owners. The manager reports that the district is now in a position financially to carry out its original plan either (1) that the district select a few types of meters, buy them at wholesale and supply the residents of same at cost plus the percentage or (2) install all the meters at its own cost and charge the property owners a reasonable rental for their use.

*Service outside city limits.*—The income from water services and fire hydrants at Caloocan, Pasay, and San Juan, or services outside of the city limits, was ₱44,045.90 in 1924, as compared with ₱43,461.79 in 1923, or an increase of ₱584.11. The income from the same sources in 1922 was ₱33,127.35 and in 1921, ₱23,745.43.

In Pasay line an appropriation of ₱28,000 was made for the construction of an 8-inch cast-iron pipe. In San Juan del Monte, a 6-inch pipe line was installed for a distance of 971.2 meters.

*Sewerage system.*—The sewerage system functioned satisfactorily during the year. There were 975 minor repairs and cleanings needed during the year. There were 6,437 sewer connections to the sewerage system at the close of the year, showing an increase of 175.

*Finance.*—The gross receipts for 1924 amounted to ₱1,362,108.81, while the gross disbursements for operation, administration, investigation and surveys, annual sinking fund contribution, interest on bonded debt, outlays, etc., totaled ₱987,575.84, leaving a clear profit for the year of ₱374,532.97, which added to the surplus carried over from last year makes the surplus on December 31, 1924, ₱2,114,193.92.

#### BOARD OF MEDICAL EXAMINERS

During the first half of the year the board was formed by the following members: Dr. Carmelo Basa, Dr. Francisco Oñate, Dr. Manuel Arguelles, Dr. Martin Baltazar, and Dr. Pedro Apacible. On account of irregularities committed by these members in connection with the examinations held in May 13 to 16, 1924, for the practice of medicine, the members named above were removed from office by the secretary of the interior after an administrative investigation conducted by the Hon. Feliciano Ocampo, undersecretary of the interior. In their stead the following were appointed: Dr. Isidoro de Santos, Dr. Ramon J. Ongsiakò, Dr. Basilio J. Valdez, Dr. Leoncio Lopex Rizal, and Dr. Juan B. Cabarrus. Dr. Leoncio Lopez Rizal resigned before the end of the year and Dr. Lorenzo Ordoñez was appointed in his place.

The board conducted four examinations during the year, as provided by law for the registration of physicians and midwives. These examinations were held in the months of February, May, August, and November. The examination in May was annulled by the secretary of the interior as a result of the administrative investigation conducted by the Department of the Interior, wherein it was established that the questions leaked before the examinations for that month were held. This action of the secretary led to the filing by a number of candidates who took the examination of a petition for mandamus in the supreme court against the secretary of the interior to compel the latter to issue their certificates, but the supreme court upheld the decision of the secretary of the interior and refused to grant the writ prayed for.

Of the 114 who took the examinations held during the year for the registration of physicians, excluding the May examination, which, as has been said was annulled, 53 passed and 61 failed. Of the 74 who took the regular quarterly examination for the registration of midwives, 49 passed and 25 failed. Below is a tabulation showing the yearly registration of physicians and midwives since 1918:

Years	1918	1919	1920	1921	1922	1923	1924
Physicians-----	77	83	77	114	95	73	53
Midwives-----	33	20	33	37	121	53	49

Five persons were convicted during the year as a result of the campaign waged by the board to rid the country of illegal practitioners. Chiropractors number among those who were prosecuted and convicted.

The sum collected from registration and examination fees of physicians and midwives amounted to ₱8,085 and the amount paid as compensation to members of the board was ₱5,140. Under the law members of the board receive ₱5 for each candidate examined for registration as physician and ₱2 for each candidate in midwifery.

#### BOARD OF PHARMACEUTICAL EXAMINERS AND INSPECTORS

This board was, at the beginning of the year 1924, composed of Mr. Apolonio R. Chaves as chairman and Messrs. Simeon Kison and Juan Rosales as members. Mr. Chaves and Mr. Rosales resigned during the year and Mr. Segundo Sosa and Mr. Vicente Ocampo were appointed to take their places. The chairmanship of the board was given to Mr. Kison.

During the year the board gave two examinations for the registration of pharmacists. Out of 158 candidates who were examined 123 passed and 35 failed. The board also registered 226 apprentices in pharmacy. It examined 40 pharmacy clerks, of which number 31 passed and 9 failed. It also examined and registered 16 Chinese druggists.

The total number of pharmacists registered as of December 31, 1924, was 1,141; that of pharmacy clerks, 1,187; Chinese druggists, 135; and Chinese druggists' clerks, 105.

At the close of the year, there were 640 pharmacies and drug stores in the entire archipelago as compared with 642 in 1923. Of this number Manila has the largest number of pharmacies and drug stores, with 147. Next comes Laguna, with 57; then Tayabas, with 53. Rizal has 46, Batangas 42, Bulacan 36, Pangasinan 24, Cavite 22, Nueva Ecija 18, Cebu 17, Albay 15, Tariac 14, Occidental Negros 12, and Iloilo 11. The other Provinces not mentioned have less than 10.

Under Act 2762 the board of pharmaceutical examiners acts at the same time as pharmacy inspection board. As such, it is the duty of the board to pass upon all questions on the enforcement of drug laws and regulations. During the year the board collected and analyzed 390 samples of drugs, medicines, and specifics, of which 262 were found of good concentration and purity and 128 were misbranded or adulterated. In this work of analyzing drugs the board was assisted in some cases by representatives of the bureau of customs and the bureau of science.

Four hundred and twelve pharmacies and drug stores scattered in Manila, Rizal, Cavite, Batangas, Tayabas, Negros Occidental, and Iloilo, and 16 dispensaries were inspected by the board in 1924.

The board was strict in its enforcement of pharmacy laws and regulations, and during the year several persons were prosecuted for their violations.

The total amount collected by this board during the year from examination and registration of pharmacists, pharmacy clerks, apprentices in pharmacy, Chinese druggists, Chinese druggist clerks, and sellers of household remedies reached ₱7,368.10, as compared with ₱4,957.60 for 1923.

#### BOARD OF DENTAL EXAMINERS

When the year 1924 opened the board was composed of Dr. Hilario P. Perez as president, and Drs. Luis Antonio and Vicente Asuncion as members. Dr. Luis Antonio was appointed member vice Dr. Gregorio R. Mateo, whose term expired on December 31, 1923. Dr. Vicente Asuncion resigned toward the latter part of the year and Dr. Jose R. Francisco was appointed in his place.

The board gave two examinations during the year, one in June and another in December. Seventy-one applicants in all were examined, 50 of whom passed and 21 failed. The following table shows the registration of dentists by year since 1917:

#### *Registered dentists*

1917-----	75	1921-----	44
1918-----	45	1922-----	35
1919-----	18	1923-----	51
1920-----	36	1924-----	50

The campaign to rid the islands, especially the city of Manila, of fake dentists was continued, and as a result several persons were prosecuted.

The board collected during the year from registration and examination fees the sum of ₱3,410. The honorary fees paid to the members amounted to ₱1,065.

#### BOARD OF EXAMINERS FOR NURSES

The board is composed of the following members: Dr. Cesareo Santa Ana, president, and Mrs. Francesca Z. Cepeda and Mrs. Visitacion P. Madrid as members. Mrs. Visitacion P. Madrid was appointed on August 16, 1924, to succeed Mrs. Anastacia Giron Tupas, who resigned effective July 31, 1924.

The board gave its regular semiannual examinations during the year, at which 206 candidates were examined, and out of this number 183 passed and were registered. Under section 3 of Act No. 3025, there are persons who may be given certificates of registration without taking the regular examinations, such as those nurses registered under the laws of any State or Territory of the United States or of any foreign country; those who have graduated from a school of nursing during the year 1919, and those in the service of reputable private hospitals who have served as such for at least five consecutive years. Fifteen candidates were registered under this section of the act aforesaid.

In order to avoid expenses in coming to Manila of candidates from provincial hospitals who desire to take examination, the board for the first time in its history gave, in April of this year, examination in Zamboanga, Cebu, and Iloilo. The examination in these places as well as in Manila were given simultaneously. In these examinations the board secured the cooperation of the district health officers, the provincial nurses of the Philippine health service, and the provincial nurse of the office of the public welfare commissioner. According to the arrangement made, the district health officer took charge of the theoretical examination, and the practical examination was given by two nurses. Rules and regulations governing these provincial examinations were prepared by the board and approved by the secretary of the interior. On the whole, the result of the examinations given in the Provinces was satisfactory. No irregularities were committed.

At the close of the year there were in the Philippines 1,511 registered nurses in all. The board is now making statistics on the geographical distribution of registered nurses throughout the Philippine Islands.

The board collected ₱2,230 from examination and registration fees for 1924. The amount of ₱1,989 was paid to the members of the board as fees for their services.

#### BOARD OF OPTICAL EXAMINERS

There was no change in the membership of this board. Dr. G. T. Herrmann continued as president and Drs. Cipriano Lara and Justo Gonzales, as members.

The board gave its regular semiannual examination at which 6 candidates were examined, 4 of whom passed and 2 failed. The campaign to clean the islands of illegal practitioners was continued and resulted in the prosecution of several persons, one of whom was convicted.

The amount of ₱120 was collected during the year from examination and registration fees. The fees paid to the members amounted to ₱90.

#### PENSIONADOS

The Philippines pensionado agency has been in existence since 1919 when the Philippine Government reestablished the system of sending pensionados abroad. The agency is under the supervision of the pensionado committee, which is composed of the secretary of the interior as chairman and the secretaries of finance and justice as members. Since the resignation of Dr. W. W. Marquardt in February, 1923, as Philippine educational agent, the task of directing and supervising the government pensionados and university fellows in the United States has been undertaken by Mrs. Georgia S. Williams, who for some time was the secretary to the agency. In recognition of the very efficient services rendered by Mrs. Williams in the United States she was made Philippines pensionado agent by the council of state in September 23, 1924, upon recommendation of the pensionado committee.

The Philippine government students abroad over whom the Philippines pensionado agent exercises supervision are classified as (a) regular, (b) partial, (c) special, (d) university fellows. Regular pensionados are those appointed by the council of state whose necessary and essential expenses are paid from pensionado funds. Partial pensionados are appointed by the pensionado committee upon authority of the council of state and differ from regular pensionados in that they are given a limited allowance of \$40 a month plus expenses for tuition, actual and necessary travel expenses and they are selected from those who are already in the United States, and who made good record in any of the following studies: accounting, agriculture, chemistry, education, engineering, or surveying. University fellows are those appointed by the board of regents of the University of the Philippines and their expenses are paid from funds of the University of the Philippines. Special pensionados are appointed from time to time such as those from Mindanao and Sulu and are paid from the discretionary fund of the Secretary of the Interior. All regular pensionados agree to work for the Philippine government for at least a year and a half of each year of scholarship enjoyed, while partial pensionados agree to work one year for each year of pension.

The total number of pensionados full and partial so far appointed by the government is as follows:

1919-----	122	1923-----	35
1920-----	47	1924-----	40
1921-----	2		
1922-----	11	Total-----	257



The table that follows shows the number of pensionados that were carried in the roll at the close of 1924:

	Regular	Partial	Fellow	Mindanao and Sulu	Special	Total
On rolls Dec. 31, 1923.....	51	7	10	1	1	70
Remained in United States without allowance.....	1					1
Replaced on pay roll.....	1					1
Arrived in United States during 1924.....	23		2			25
Appointed in United States during 1924.....	6	10				16
Arrived in Europe during 1924.....	1		1			2
Appointed in Europe during 1924.....		1				1
Returned to the islands.....	83 24	18 5	13 3	1 1	1 1	116 34
Carried on rolls without allowance.....	59 1	13	10			82 1
Total number on pay roll Dec. 31, 1924.....	58	13	10			81

During the year under review there were granted to government pensionados 6 doctorates, 14 master's degrees, and 5 bachelor's degrees. Two were elected to Sigma Xi; one was awarded the Wheeler prize in silviculture (\$50) cash, Yale University; one secured the certificate of public health from Johns Hopkins University; and one secured the bachelor's degree, Magna Cum Laude, from Harvard University.

Two pensionados failed in their college work and were advised to withdraw by the respective institutions in which they were enrolled. The policy in such cases is to transfer the students to other schools and give them another trial. One of these students is now doing excellent work. One student was sent back to the Philippines by direction of the pensionado committee after having been dropped from the University on account of unsatisfactory work. One student was forced to leave college for not possessing sufficient knowledge of the English language to enable him to carry on the work. He is carried in the pensionado rolls but is not given an allowance. He is studying English at his own expense in the hope that he may be readmitted to the university.

On the whole, the scholarship has been excellent. The students have shown commendable spirit of industry and seriousness of purpose. Although handicapped by new surroundings they enter upon their work immediately with diligence and keep it up throughout the year with perseverance. The record that many of them made is certainly one of credit to themselves and to their race. In not a few instances they rank among the leading members of their classes.

The general policy of allowing government students to secure as much practical experience as possible in their chosen field of studies was continued during the year.

The conduct of the pensionados was on the whole exemplary. The majority have shown themselves to be fit representatives of the Filipino people. They made excellent impression upon those with whom they came in contact not only by their earnestness in their studies but also because of their gentlemanly behavior and high moral character.

The students generally developed excellent health while in the United States. Two pensionados returned to the Philippines during the year on account of ill health, one contracted diphtheria while on his way to the coast en route to the Philippines but was able to proceed on his journey to catch his boat, and one was at the close of the year undergoing treatment for tuberculosis. There were 5 minor operations in 1924 and 12 cases of illness, only one of which interfered to any appreciable extent with the work of the student. One pensionado, Mr. M. Zamora, died at the American Hospital, Paris, France, on June 23, 1924, of meningitis.

In accordance with the ruling adopted by the council of state at its meeting held in 1923 governing physical examination of pensionados, this department has always required that pensionados undergo physical examination before their departure from the Philippines. The chief surgeon of the Philippine Constabulary is the officer designated by this department for this purpose. The examination conducted in accordance with the circular of the constabulary governing the examination of recruits as well as officers. An average of 40 minutes is spent in making a thorough examination of each candidate. Due to the change of seasons

in the United States, especial attention is given to the general physique of the candidates so that those likely to contract pneumonia and afterwards tuberculosis in America are rejected. In the case of pensionados who are already in the United States and become seriously ill and whose recovery can not be expected within a reasonable time, the policy of the government is to have them return home as soon as their physical condition would permit.

In addition to meeting the bunch of pensionados at Seattle who were sent this year the Philippine pensionado agent visited the students in 12 different cities. In these visits suggestions were made, the programs were checked, professors were interviewed, schools were visited, and conferences had with persons interested in the welfare of the Filipino students.

The total amount expended from pensionado funds for 1924 was ₱266,520.85, of which ₱39,582.35 was expended at Manila and ₱226,938.50 by the Philippine pensionado agency. The average annual expenditure for each pensionado was ₱3,059.50 in comparison with ₱3,208.08 for 1923 or a net saving per capita of ₱148.58. In 1922 the average annual expenditure per capita was ₱3,227.20. Efforts are being exerted to reduce the expenses of the pensionados.

As a policy, the sending of pensionados abroad should be continued. Through it the government produces every year a goodly number of technical men whose ability in their respective fields have been tried and found not wanting. Many of the returned pensionados are holding positions of responsibility in the government and are devoting themselves to the best interests thereof and are exercising an enlightening influence upon the country.

#### INVALIDS OF THE PHILIPPINE REVOLUTION

Prompted by the report "that there is a considerable number of invalids of the past revolutions who, having fought with loyalty, valor, and unselfishness for the cause of their country and not having derived any personal profit whatsoever from said revolutions, are now living in utter destitution after having done everything possible to continue living peacefully and honorably," the Philippine Legislature on February 8, 1917, adopted Concurrent Resolution No. 8, creating a committee of six members to ascertain the number of surviving invalids of the late revolutions, their whereabouts, and their means of subsistence, in order to extend relief to those in need of it. Acting in accordance with the report and recommendation of the committee, the legislature enacted Act No. 2756, which was approved on February 23, 1918. Thereunder the secretary of the interior is charged with the duty "to decide whether or not a person is an invalid within the meaning of this act, taking into consideration the record of such person prepared by the joint committee of the legislature and of the investigations made by the same and its several subcommittees, for which purpose, as soon as this act takes effect, the personal records of all applicants for registration in the records of invalids shall be transferred to the office of the secretary of the interior."

Upon receipt in this department in 1918 from the committee, of the personal records of the applicants numbering 363 in all, and upon investigation to determine who should be and who should not be entitled to the pensions provided for in the act, it was found that only 83 were deserving. Of this number 77 are surviving and their names are at present carried in the pay rolls.

Since September 17, 1917, the date when the period for filing applications for pension expired and until the close of the year 1923 there were received in the department of the interior numerous applications from apparently deserving applicants, all of which have been denied for having been filed too late. This matter was brought to the attention of the president of the senate by this department on November 20, 1923, and, as a result, Concurrent Resolution No. 31 was adopted by the Philippine Legislature on February 8, 1924, pursuant to which a joint committee of both houses was again created for the purpose of ascertaining further the number of surviving invalids.

The joint committee submitted to this department during the year 207 applications in all with favorable recommendations of the committee.

Upon receipt in this department of the applications, investigation was conducted of each particular case to find out who were deserving. While in this work this department labored under the belief that necessary funds would be appropriated by the legislature. When the appropriation act for 1925 was finally passed, however, it was found out that no additional sum was set aside for those to be newly declared invalids.

Under the law, an invalid of the revolutions receives ₱15 monthly if he has wife or children dependent upon him, and ₱10 monthly if he has none.

## MILITIA COMMISSION

The militia commission, of which the secretary of the interior is the chairman pursuant to section 29 of Act 2715, met only once during the year, on February 1, 1924.

In this meeting the secretary of the commission submitted to the members the papers regarding the expropriation of the air-service site formerly occupied by Camp Claudio at Pasay, with the information that the court of first instance of Rizal fixed the price for the land at P4 per square meter and awarded certain consequential damages in favor of the claimants and against the government which, in the opinion of the attorney general, were excessive. After discussion, on motion by President Quezon, the commission resolved that this land was no longer necessary in view of the suppression of the Philippine air service and that the attorney general should accordingly be requested to study the feasibility of returning the land to the claimants and to submit an estimate of the amount necessary to be paid for damages in case the land should be so returned, and that pending such settlement, the appeal already taken to the supreme court by the attorney general from the decision of the court of first instance of Rizal be continued.

This resolution was forwarded to your excellency for approval in accordance with the militia law, but in view of the prospects seen then that the supreme court might reduce the valuation, action thereon was held in abeyance. On December 2, 1924, the supreme court promulgated its decision on the case affirming in toto the decision of the lower court.

Upon being informed of the decision of the supreme court, this department requested the advice of the attorney general on the feasibility of carrying out the original plan of the commission to return the land to its former owners. The matter was left at this stage when the year closed.

## NATURALIZATION

Under Act No. 2927 clerks of courts of first instance are required to file with the secretary of the interior copies of the papers of foreigners who are naturalized under the provisions of said act. The records received in this office show that 16 foreigners were naturalized in 1924 as compared with 26 in 1923. This brings the total number of naturalized citizens in the Philippines at the close of the year 1924 to 95. The 16 persons naturalized in 1924 are of the following nationalities: Austrian, 1; Chinese-Filipino, 4; French, 3; Germans, 2; and Spaniards, 6.

Respectfully submitted.

FELIPE AGONCILLO,  
*Secretary of the Interior.*

The GOVERNOR GENERAL, *Manila.*

# REPORT OF THE SECRETARY OF PUBLIC INSTRUCTION

JANUARY 1 TO DECEMBER 31, 1924.

DEPARTMENT OF PUBLIC INSTRUCTION,

March 20, 1925.

SIR: I have the honor to forward herewith the twenty-third annual report of the department of public instruction covering the year 1924. The detailed activities of the department are summarized in the following pages. A more comprehensive statement of these activities is contained in the briefs prepared by the chiefs of each of the bureaus and by the superintendent of private schools. These briefs are transmitted herewith setting forth the principal data that will appear in the full reports now being prepared.

The activities of the department have continued along the same lines as heretofore. The total expenditures of the department for 1924 as compared with those of 1923 are as follows:

*Expenditures for the activities of the department of public instruction, including the amounts provided for in the appropriation act for the executive*

Bureaus	1923	1924	Remarks
Expenditures for activities not specifically under any			
bureau of the department.....	P54, 252	P55, 328	
Bureau of education.....	14, 440, 716	14, 672, 549	
Bureau of health.....	3, 190, 011	3, 208, 813	
Quarantine service.....	144, 128	139, 744	Approximate only.
Total.....	17, 829, 107	18, 076, 434	

It should be noted that there are included in the above table certain expenditures which are provided for in the appropriation for the office of the executive. They are included here in order that there may appear in one place a full statement of all expenditures for the department of public instruction.

The details of the expenditures for each bureau are given in the following pages and in the annexed briefs.

The proposal which was first made in 1923 to consolidate and coordinate all the functions of the government dealing with public health, sanitation, care of delinquents, child welfare and hospitalization was submitted to the legislature again in 1924, but received no support. The present unsatisfactory conditions still exist. The work of the public welfare commissioner and the functions of the various examining boards are performed under the jurisdiction of the department of the interior. Likewise the administration of the Philippine General Hospital and the Southern Islands Hospital is in that department. A gain was made, however, in coordination by the passage of act No. 3114 which places under the Philippine Health Service the administration of all provincial hospitals constructed under said act by means of insular aid. It is recommended that the proposal for coordination of health and welfare activities continue to be urged upon the legislature.

Beginning August 4, 1924, and continuing until January 23, 1925, the director of education, Dr. Luther B. Bewley, was absent on leave. During his absence Mr. Gabriel Mañalac, the assistant director, was designated as acting director in charge of the bureau. On November 24, 1924, the four-year term of office of Dr. Vicente de Jesus, as head of the Philippine Health Service expired. On November 25, 1924, Dr. Jacobo Fajardo, chief of the division of provincial sanitation, was appointed director of health and since that date has administered the work of the Philippine Health Service. The activities of the bureau of quarantine service throughout the year continued under the directorship of Dr. H. F. Smith, of the United States Public Health Service. The superintendency of private schools continued under Mr. Thomas McQuaide.

By Act No. 3173, passed in 1924, provision was made for a pension and retirement system for medical officers and employees of the Philippine Health Service. The details of this legislation will be set forth in the full report of the director of health. Under this act the following persons retired from the Philippine Health Service, all of them having completed long and creditable periods of service:

Dr. Vicente de Jesus, director of health.

Dr. Salvador del Rosario, assistant director of health.

Dr. Manuel Gomez, chief, statistical division.

Dr. Canuto Reyes, assistant surgeon.

Mr. Filemon Gana, sanitary inspector.

Except as those noted above, there have been no important changes of personnel throughout the department.

One of the pressing needs is for funds with which to establish an adequate supervision of private schools. As will appear later in this report, the number of private schools is increasing, and the need of adequate supervision of them is very great. At present the supervision is performed by a staff of four persons assigned from the bureau of education and one person provided for in the department's separate budget. The appropriation act passed in 1924 contains provisions for two additional supervisors. While this increase of personnel is very acceptable, still the present staff is entirely too small for effective supervision. If the government is going to vouch for the standards and quality of private schools, it should be prepared to spend the necessary funds to get competent supervision.

On February 11, 1924, the secretary of the department left for the United States for the purpose of supervising the recruiting of American teachers and for making the preliminary arrangements authorized by Act No. 3162. He returned to the Islands June 26, 1924. During his absence the affairs of the department were directed by Undersecretary Alejandro Albert.

#### BUREAU OF EDUCATION

The most important event in the year affecting education was the enactment of Act No. 3162 which creates the board of educational survey to make a study and survey of education in the Philippine Islands and of all educational institutions, facilities, and agencies thereof. This act was passed at the request of the secretary of public instruction and the director of education.

The present system of public education was inaugurated at the inception of American occupation more than 25 years ago. With certain changes in scope and administration, the system of public schools has continued along the main lines originally set. Up to the present time, there has never been an effort made to obtain a comprehensive and accurate evaluation of education in the islands. In view of the fact that the total annual expenditure of public funds for education in recent years approximates ₱22,000,000—by far the largest single governmental expenditure—it seemed appropriate to take a careful inventory of our educational work in order to ascertain what results were actually being attained and determine what, if any, changes should be made for the future. The estimated cost to the insular government of this survey will not exceed ₱100,000, specially since a number of prominent educators from the United States, including the director himself, are contributing their services. The proposed expense in less than one-half of 1 per cent of the total annual governmental expenditure for education and, as compared with such annual expenditure, represents a very small outlay for the purpose of ascertaining an accurate evaluation of our educational effort. The original act appropriated ₱40,000 to defray the expenses of the survey. By Act No. 3169, the appropriation was increased to ₱100,000. The secretary of public instruction is authorized to appoint a board of educational survey consisting of three persons. This board, in turn, is authorized to employ technical assistants, advisers, and clerical help as may be necessary to accomplish the survey. Dr. Paul Monroe, director of the International Institute of Education of Teachers College, Columbia University, was invited to visit the islands for the purpose of discussing the plans for the authorized survey. He spent several days in Manila in the last part of September and the first part of October. With his advice, plans for the survey were formulated. He consented to act as director and was authorized to return to the United States to secure the services of a number of educational experts.

As a result of his recommendations, the following persons from the United States were selected:

Carter Alexander, A. B., Ph. D., research associate, Institute of Educational Research, Teachers College, Columbia University.

Frederick G. Bonser, B. S., Ph. D., professor of education, Teachers College, Columbia University.

George S. Counts, A. B., Ph. D., professor of secondary education, Yale University.

Stephen P. Duggan, B. S., Ph. D., director, Institute of International Education; professor of education, College of City of New York; lecturer on international relations, Columbia University.

Mary E. Pennel, B. S., A. M., assistant superintendent of schools, Kansas City, Mo.

Harold O. Rugg, B. S., C. E., Ph. D., professor of education, Teachers College, Columbia University.

Jesse F. Williams, A. B., M. D., professor of physical education, Teachers College, Columbia University.

Lester M. Wilson, A. B., M. A., Ph. D., associate professor of education, Teachers College, Columbia University. Formerly director of education for the Republic of Peru.

The following persons were appointed to constitute the survey board:

Chairman and director: Paul Monroe, A. M., Ph. D., LL. D., director, International Institute, Teachers College; professor of education, Teachers College, University of Columbia.

Members: Henry Suzzallo, A. B., Ph. D., LL. D., president of the University of Washington, Seattle; T. H. Pardo de Tavera, M. D., licenciado en medicina, M. A., LL. D., Eleve Preveté de l'école des Langues Orientales vivantes de Paris, director, Philippine Library and Museum.

The staff above mentioned sailed from the United States in December and began their work, assisted by local educational experts. The results of their investigations and their recommendations will constitute an important part of the report of this department for 1925.

The educational program of the bureau has continued along the same general line as heretofore and with substantially the same expenditure of funds and the same enrollment as in 1923. Due to the lack of funds and to curtailment made necessary by the financial condition of the government, no extension of the school program has been possible. The net total of governmental expenditures—insular, provincial, and municipal—for public school purposes is not yet known because the figures representing 1923 provincial and municipal school expenditures are not yet available. The statistics set forth in the extracts from the brief of the report of the director of education for 1924 show, however, that the educational expenditures remain substantially the same as for 1923. There appears to be an increase of ₱231,832.79 in insular expenditures, but this is largely nominal and results from accounting methods. The appropriation for the bureau of education for 1924 shows only an increase of ₱23,767 over the 1923 appropriation. Until complete data are obtained from the Provinces and municipalities, it is not possible to set exactly the total expenditure for education. In 1923 the total expenditure was ₱22,202,532.49, or a per capita expenditure of ₱1.921. The 1924 total expenditures are approximately the same. With these expenditures, it was possible during 1924 to take care of an enrollment of 1,126,736 pupils. With the funds now available, it is not possible to make any substantial increase in the enrollment at the schools; in fact the enrollment for 1924 shows a very slight decrease. Until the governmental revenues increase and a larger portion can be given to education, the chief problem of the bureau consists in making a wise and effective use of the funds now at its disposal. Of the total estimated population 9.53 per cent are enrolled in the schools; of the estimated school population 35.79 per cent are enrolled.

The following table for December, 1924, shows in detail the number of public schools and the annual enrollment of pupils and the number of teachers in the public schools as compared with the corresponding information for December, 1923:

Item	December, 1923	December, 1924	Increase (+); decrease (-)	Percentage of in- crease (+); of decrease (-)
Schools:				
Elementary—				
Primary.....	6,573	6,534	-39	-0.59
Intermediate.....	1,010	1,118	+108	+10.69
Secondary.....	85	94	+9	+10.59
Total.....	7,668	7,746	+78	+1.02
Annual enrollment:				
Elementary—				
Primary.....	923,891	898,651	-25,240	-2.73
Intermediate.....	163,841	178,393	+14,552	+8.88
Total.....	1,087,732	1,077,044	-10,688	-.98
Secondary.....	41,265	49,692	+8,427	+20.42
Grand total.....	1,128,997	1,126,736	-2,261	-.2
Teachers:				
Elementary—				
Primary.....	18,845	18,892	+47	+.25
Intermediate.....	5,345	5,686	+341	+6.38
Total.....	24,190	24,578	+388	+1.60
Secondary.....	933	1,092	+159	+17.04
Supervising <sup>1</sup> .....	657	678	+21	+3.20
Total.....	25,780	26,348	+568	+2.20

<sup>1</sup> Division and district supervisors.

The following table shows the 1924 increase and percentage of increase in the total number of public schools, as compared with the corresponding data for each of the five years immediately preceding:

Year	Number of public schools (December)	Increase (+); decrease (-)	Percentage of in- crease (+); of decrease (-)
1918.....	4,932		
1919.....	5,917	+985	+19.97
1920.....	6,885	+968	+14.06
1921.....	7,659	+774	+11.24
1922.....	7,634	-25	-.33
1923.....	7,668	+34	+.45
1924.....	7,746	+78	+1.02

The following table shows the 1924 decrease and percentage of decrease in the number of public primary schools, as compared with corresponding data for each of the five years immediately preceding:

Year	Number of public pri- mary schools (December)	Increase (+); decrease (-)	Percentage of increase (+); of decrease (-)
1918.....	4,371		
1919.....	5,253	+882	+20.18
1920.....	6,084	+831	+15.32
1921.....	6,730	+646	+10.62
1922.....	6,620	-110	-1.63
1923.....	6,573	-47	-.71
1924.....	6,534	-39	-.59

The following table shows the 1924 increase and percentage of increase in the number of public intermediate schools, as compared with corresponding data for each of the five years immediately preceding:

Year	Number of public inter- mediate schools (December)	Increase	Percentage of increase
1918.....	511		
1919.....	614	103	20.16
1920.....	736	122	19.87
1921.....	857	121	16.44
1922.....	931	74	8.63
1923.....	1,010	79	8.49
1924.....	1,118	108	10.69

The following table shows the 1924 increase and percentage of increase in the number of public secondary schools, as compared with corresponding data for each of the five years immediately preceding:

Year	Number of public secondary schools (December)	Increase	Percentage of increase
1918.....	50		
1919.....	50	0	0
1920.....	65	15	30.00
1921.....	72	7	10.77
1922.....	83	11	15.28
1923.....	85	2	2.41
1924.....	94	9	10.59

The following table shows the 1924 decrease and percentage of decrease in the total annual enrollment of pupils in public schools, as compared with corresponding data for each of the five years immediately preceding:

Year	Annual enrollment in public schools (December)	Increase(+); decrease (-)	Percentage of increase (+); of decrease (-)
1918.....	671,729		
1919.....	776,639	+104,910	+15.61
1920.....	935,678	+159,039	+20.47
1921.....	1,070,255	+134,577	+14.38
1922.....	1,097,144	+26,889	+2.51
1923.....	1,128,997	+31,853	+2.90
1924.....	1,126,736	-2,261	-0.20



A better understanding may be had as to the real meaning of the decrease in enrollment just referred to if they are shown in the relation that they bear to total population and to school population, as is done in the following tables:

Year	Annual enrollment in public schools (December)	Total population <sup>1</sup>	Percentage of total population enrolled in public schools	School population <sup>2</sup>	Percentage of school population enrolled in public schools
1918.....	671,729	10,314,310	6.51	2,746,202	24.46
1919.....	776,639	10,551,539	7.36	2,809,347	27.64
1920.....	935,678	10,794,223	8.66	2,873,962	32.56
1921.....	1,070,255	11,042,490	9.69	2,940,063	36.40
1922.....	1,097,144	11,296,569	9.71	3,007,711	36.48
1923.....	1,128,997	11,556,390	9.77	3,077,467	36.69
1924.....	1,126,736	11,822,187	9.53	3,148,249	35.79

<sup>1</sup> The 1918 total-population figure was taken from the 1918 Philippine census. The other total-population figures came from population estimates made in the office of the Governor General.

<sup>2</sup> The 1918 school-population figure was taken from the 1918 census. The other school-population figures bear the same relation to corresponding total-population figures that the school-population enumeration in the 1918 census bears to the total population enumeration in the 1918 census.

It may be seen from the table given on page 83 that of the 1,126,736 pupils that were enrolled in our schools in December, 1924, 1,077,044, or 95.59 per cent, were enrolled in elementary schools, and 49,692, or 4.41 per cent, were enrolled in secondary schools. Of the 1,077,044 pupils enrolled in elementary schools, 624,540, or 57.99 per cent, were boys and 452,504, or 42.01 per cent, were girls. Of the 49,692 students enrolled in secondary schools, 32,725, or 65.86 per cent, were boys, and 16,967, or 34.14 per cent, were girls.

The following table shows the 1924 increase and percentage of increase in the total number of teachers, as compared with corresponding data for each of the five years immediately preceding:

Year	Number of teachers (December)	Increase	Percentage of increase	Year	Number of teachers (December)	Increase	Percentage of increase
1918.....	14,523			1922.....	24,848	667	2.76
1919.....	17,781	3,258	22.43	1923.....	25,780	932	3.75
1920.....	21,017	3,236	18.20	1924.....	26,339	559	2.17
1921.....	24,181	3,164	15.05				

Of the 26,339 teachers on duty in the public schools in December, 1924, 15,590, or 59.19 per cent, were men and 10,749, or 40.81 per cent, were women.

The following table shows the number of American teachers (exclusive of superintendents) on duty in public schools in December, 1924, as compared with the number of American teachers on duty in public schools in December of each of the five years immediately preceding:

Date	American teachers			Date	American teachers		
	Men	Women	Total		Men	Women	Total
December, 1919.....	164	189	353	December, 1922.....	134	202	336
December, 1920.....	118	198	316	December, 1923.....	141	188	329
December, 1921.....	136	216	352	December, 1924.....	130	196	326

We were given authority to employ last year 81 additional American teachers, and before the end of the year the full number authorized had been obtained. Of these, 42 were men and 39 were women.

The following table shows the net total of 1923 governmental expenditures for public-school purposes, together with the 1923 governmental expenditure per capita and per pupil, as compared with corresponding data for each of the five years immediately preceding:

Year	Net total of governmental expenditures for public-school purposes	Governmental expenditure per capita <sup>1</sup>	Governmental expenditure per pupil <sup>2</sup>
1918.....	P10,881,699.97	P1.055	P19.180
1919.....	14,271,126.55	1.353	22.489
1920.....	18,211,539.70	1.687	23.183
1921.....	22,301,718.29	2.020	24.062
1922.....	22,068,939.58	1.909	22.249
1923.....	22,202,532.49	1.921	21.780

<sup>1</sup> Expenditure per capita is figured on the basis of the total population estimates given in the table on page 85.

<sup>2</sup> Expenditure per pupil is figured on the basis of average monthly enrollment for all of the school months in the fiscal year except June, the opening month, during which many of the primary pupils are held out of school because of the normal institutes that are then in session.

During the year 1924, the net total of insular expenditures for public-school purposes was P14,672,549.48 or P231,832.79 more than the corresponding total for 1923.

The following table shows the 1924 increase and percentage of increase in the total of insular expenditures for school purposes, as compared with the corresponding data for each of the five years immediately preceding:

Year	Net total of insular expenditures for public-school purposes	Increase (+) or decrease (-)	Percentage of increase (+) or decrease (-)
1918.....	P5,339,651.34		
1919.....	8,460,538.20	+P13,120,886.86	+58.45
1920.....	11,905,121.61	+3,444,583.41	+40.71
1921.....	14,117,005.29	+2,211,883.68	+18.58
1922.....	14,711,236.64	+594,231.35	+4.21
1923.....	14,440,716.69	-270,519.95	-1.84
1924.....	14,672,549.48	+231,832.79	+1.61

Since figures representing provincial and municipal expenditures for public-school purposes during 1924 are not now obtainable, we are reporting herein corresponding figures for the fiscal year 1923.

The actual contribution of the Provinces during 1923 to the support of provincial schools was P2,657,264.74, or P193,631.87 more than the corresponding contribution during 1922.

The following table shows the 1923 increase and percentage of increase in the actual contribution of the provinces to the support of the schools, as compared with corresponding data for each of the five years immediately preceding:

Year	Net total of provincial expenditures for public-school purposes	Increase (+) or decrease (-)	Percentage of increase (+) or decrease (-)
1918.....	P715,614.63		
1919.....	468,124.58	-P247,490.05	-34.58
1920.....	1,050,492.28	+582,367.70	+124.40
1921.....	3,278,606.40	+2,228,114.12	+212.10
1922.....	2,463,632.87	-814,973.53	-24.86
1923.....	2,657,264.74	+193,631.87	+7.86

The 1923 total of expenditures on municipal schools was ₱14,049,108.71. But since ₱8,944,557.65 of this amount was derived from insular funds distributed as insular expenditures, the actual contribution of the municipalities during 1923 to the support of municipal schools was ₱5,104,551.06, or ₱383,482.11 more than the corresponding contribution during 1922.

The following table shows the 1923 increase and percentage of increase in the actual contribution of the municipalities to the support of the schools, as compared with corresponding data for each of the five years immediately preceding:

Year	Net total of municipal expenditures for public-school purposes	Increase (+) or decrease (-)	Percentage of increase (+); of decrease (-)
1917-----	₱3,614,514.70		
1918-----	4,098,808.01	+ ₱484,293.31	+13.40
1919-----	3,715,552.05	-383,255.96	-9.35
1920-----	4,358,799.59	+643,247.54	+17.31
1921-----	4,709,286.54	+350,486.95	+8.04
1922-----	4,721,068.95	+11,782.41	+ .25
1923-----	5,104,551.06	+383,482.11	+8.12

The total value of voluntary contributions during the school year 1923-24 to the support of public schools was ₱1,354,589.12, or ₱163,529.87 more than the total value of voluntary contributions to the same cause during the school year 1922-23.

The following table shows the 1923-24 increase and percentage of increase in the total of voluntary contributions to public-school support, as compared with corresponding data for each of the five school years immediately preceding:

School year	Total of voluntary contributions to public-school support	Increase (+) or decrease (-)	Percentage of increase (+); of decrease (-)
1917-18-----	₱617,399.77		
1918-19-----	682,549.58	+ ₱65,149.81	+10.55
1919-20-----	799,537.84	+116,988.26	+17.14
1920-21-----	1,347,124.34	+547,586.50	+68.49
1921-22-----	1,498,110.63	+150,986.29	+11.21
1922-23-----	1,191,059.26	-307,051.37	-20.50
1923-24-----	1,354,589.12	+163,529.87	+13.73

Other tables and more details will be found in the brief of the twenty-fifth annual report submitted by the director of education which is on file in the Bureau of Insular Affairs.

#### SUPERVISION OF PRIVATE SCHOOLS

In 1917, the legislature by Act No. 2706 prescribed that it shall be the duty of the secretary of public instruction to maintain a general standard of efficiency in all private schools and colleges of the Philippine Islands, so that the same shall furnish adequate instruction to the public in accordance with the class and grade of instruction given in them and for this purpose said secretary shall be authorized to inspect and watch said schools and colleges in order to determine the efficiency of the instruction given in the same. He is also required to prepare and publish minimum standards for schools giving instruction of a technical or professional character. As an inducement to private schools to submit to government inspection and control, the law above mentioned provides that schools complying with the requirements laid down by the secretary of public instruction shall be "recognized by the government." Recognition by the government authorizes the schools recognized to grant certificates to their students setting forth if they have completed the particular courses of study prescribed by the government for said schools, which certificates shall entitle students having graduated from the course or courses thus recognized to all the benefits and privileges enjoyed by graduates in similar courses of study in the public or government schools. Such certificates shall also entitle the holders to enter government schools with full credit for work done in the private schools.

From the above legislation it is apparent that a very heavy responsibility is placed upon the department of public instruction for the conduct of education by private agencies. The nature and scope of this responsibility is indicated by the following tables showing the number of different kinds of recognized private schools and the enrollment therein:

	1923			1924			Increase
	Recognized	Permitted to open	Total	Recognized	Permitted to open	Total	
Primary.....	<sup>1</sup> 241	11	252	227	27	254	2
Intermediate.....	<sup>2</sup> 133	19	152	153	24	177	25
High schools.....	<sup>2</sup> 87	34	121	111	31	142	21
Collegiate.....	<sup>3</sup> 20	4	24	24	4	28	4
Training schools for nurses.....	8		8			8	
Technical schools.....	<sup>3</sup> 15	5	20	19	3	22	2
Total.....	504	73	577	542	89	631	54

<sup>1</sup> 25 schools were closed.

<sup>2</sup> 7 were closed.

<sup>3</sup> 1 was closed.

The enrollment for 1924 shows a total gain of 9.4 per cent over that for 1923. The comparative statement of enrollment for these years follows:

	1923	1924	Increase
Primary.....	36, 246	36, 467	221
Intermediate.....	11, 692	11, 701	9
High school.....	16, 791	19, 406	2, 615
Collegiate.....	494	1, 538	1, 044
Technical schools.....	3, 679	3, 741	62
Nursing.....	325	393	68
Total.....	69, 227	73, 246	4, 019

The gain of over 200 per cent in the enrollment in the A. A. course was mainly due to the requirement of two years of preparatory college work for the course in law. The considerable gain of 15 per cent in high school attendance is the result of the establishment of a number of new high schools during the year.

The personnel by which the above responsibility is being attempted to be carried is as follows: A superintendent of private schools, one assistant to the superintendent, three supervisors, one of whom acts as senior clerk, and two clerks. Four of these persons are loaned to the secretary's office by the bureau of education; the others are provided for by funds appropriated for the department of public instruction.

It is obvious that with the large number of private schools, which number it constantly increasing, the supervision and control contemplated by the legislature can not be effectively done with the present limited facilities. This fact has been repeatedly pointed out and requests have been made for additional personnel. To discharge successfully the duties under the law requires a competent staff of supervisors and sufficient funds for their traveling expenses, especially as these private schools are scattered throughout the Archipelago. The legislature in 1924 responded in part to the urgent demand for more personnel and traveling expenses. The appropriation act for 1925 grants two additional inspectors and an increase of ₱2,000 for traveling expenses. This increase will enable the department to discharge more effectively its responsibility. It must be said, however, that even with this increase, the department is unable to exercise effective supervision over private schools. As a result there are to-day many private schools formally recognized by the Government which are not measuring up to the standards of education laid down by the department or to the standards maintained in the regular Government schools. The department, however, is doing the best it can with the means at its disposal.

During the past year, the following objectives have been kept in mind:

1. A strict adherence to the public school calendar, which prescribes the dates for opening and closing of schools, the duration of the matriculation period, the beginning and ending of the short and long vacations, and the days to be observed as school holidays.

2. A close check on the observations of the requirements which make it imperative for students to present proper credentials before being enrolled in a private school.

3. The proper keeping of school records, especially those relating to ratings and status of students.

4. An insistence that the teachers employed shall have academic and professional attainments approximating those required of teachers in the government schools.

Throughout the year the department has endeavored to make its supervision more intensive and effective. Various educational tests were given in the private schools, close observation of their class recitations were made, lesson plans and school programs were inspected, conferences with school authorities were held, helpful suggestions and advice were given, and normal institutes were held during the long vacation.

Much remains to be accomplished in the improvement of the education offered by private schools. The instruction is still too academic in its character. Industrial education, although it has received greater attention than heretofore by the authorities of private schools, still needs much development. It may be stated that one-half of the schools do satisfactory industrial work, one-fourth do the work fairly, and the other fourth do nothing at all. More attention has been given to physical education and progress has been made in this direction. Likewise there has been improvement in the library equipment.

One of the chief problems in the private schools is found in the teaching staff. While there are many excellent teachers in these schools, the majority of them do not possess the qualifications and the experience which are necessary for effective instruction. This is due in part to the low salaries paid by the schools, the temporary nature of the employment and to the fact that the majority of the teachers in private schools are engaged in other employments.

#### PHILIPPINE HEALTH SERVICE

During the year there was an absence of alarming epidemics. The general health conditions were satisfactory and show some improvements. The returns of vital statistics, although as yet incomplete, are set forth herein for the purpose of indicating general conditions as to morbidity and mortality. The following table shows consolidated numerical statements as regards the population, marriage rates, birth rates, crude death rates, and infant mortality rates throughout the Philippine Islands:

Year	Estimated population	Rates per 1,000 population			Infant mortality per 1,000 births
		Marriage	Birth	Death, all ages and from all causes	
1903.....	7,635,426	( )	(1)	43.18	(2)
1918.....	9,943,418	15.41	34.33	36.30	262.57
1919.....	10,101,371	13.77	30.52	32.24	235.46
1920.....	10,259,325	15.26	34.49	19.63	160.62
1921.....	10,465,822	13.60	34.39	19.54	168.68
1922 <sup>3</sup> .....	10,623,776	12.75	34.76	18.91	154.94
1923 <sup>4</sup> .....	11,067,117	13.33	34.99	18.44	146.95
Average of past 5 years (1919-1923) <sup>5</sup> .....	10,732,532	13.70	34.29	21.17	165.72
1924 <sup>6</sup> .....	11,234,409	10.44	25.47	15.48	167.04

<sup>1</sup> No available record.

<sup>2</sup> Record incomplete.

<sup>3</sup> Palawan Province not included.

<sup>4</sup> Corrected figures which are slightly different from those found in the published annual report of the Philippine Health Service for 1923.

<sup>5</sup> Corrected average population on which the average rates were based but which is slightly different from the actual average of the foregoing estimated population as published in previous annual report of the Philippine Health Service.

<sup>6</sup> Data incomplete.

The figures given in the preceding table show that the marriage rate was lower during the year 1924 than during both the average of past five years and 1923. Similarly, the birth rate and the crude death rate from all causes were lower in comparison with those of 1923 and the average of past five years. On the other hand, the infant mortality in the whole islands showed an apparent increase over that of the average of past five years and decidedly so over that of 1923.

The following table sets forth the vital statistics in the city of Manila:

Year	Estimated population	Rates per 1,000 population			Infant mortality per 1,000 births
		Marriage	Birth	Death, all ages	
1923.....	303,882	<sup>1</sup> 18.80	48.04	26.01	192.08
Average of past 5 years (1919-23).....	295,626	19.87	42.35	25.80	210.24
1924.....	308,010	18.63	45.35	26.94	195.65

<sup>1</sup> Corrected figure which is slightly different from that found in the published annual report of the Philippine Health Service for 1923.

In the city of Manila there was no marked change in the marriage rate of 1924 as compared with that of previous years. The birth rate, on the other hand, during the year showed an apparent increase over that of the average of past five years, but a decrease in comparison with that of 1923. The death rate from all causes was slightly higher during the year than during 1923 and the average of past five years. Although the infant mortality in the city seemed to be lower than that of the average for the past five years, yet it showed a slight increase over that of the year 1923.

There was an apparent reduction in the number of the deaths and death rate from typhoid fever and diphtheria. There was a slight rise of mortality rate from dysentery due to mild outbreaks in various localities but which were immediately brought under control. The death rates from cholera and smallpox remained negligible. The typhoid death rates in both the city and rural communities were reduced as compared with those of 1923. This was accomplished in part by a persistent and extensive vaccination campaign against these diseases. The death rate from diphtheria was small. There was a slight increase in the city, but in the Provinces the death rate from it was insignificant. There were only 12 cases with 6 deaths from smallpox during the year. In the city 4 cases with 4 deaths occurred among the Chinese who contracted the disease from abroad. The Filipino case that occurred in the city contracted it through contact with one of the Chinese cases. In the Provinces 7 cases with 2 deaths occurred. One of these was a Chinese and the other a Filipino.

The figures of the year show convincingly the efficiency of vaccination. Up to November 30, 1924, in the city of Manila there were vaccinated against smallpox 115,446 individuals, among whom 64.48 show positive takes. In the Provinces there were certain drawbacks to systematic vaccination. In Mindanao and Sulu and in the Mountain Province a considerable number of the pagan and Mohammedan population refused to be vaccinated. Moreover, the uprisings of the Colorums and several other internal disturbances have interfered with the progress of the vaccination campaign. There was also a shortage of the supply of vaccine virus because the bureau of science feared that it might be contaminated in its preparation at Alabang from calves and young carabaos which might have been harboring anthrax organism, since at that time there was an epidemic of anthrax among animals. But, despite these difficulties, there were reported from the Provinces 1,730,049 antismallpox vaccinations performed during the year, 63.71 per cent of which were found with positive result.

As to anticholera and antityphoid prophylaxis, great advances were accomplished during the year. In the city, a total of 82,597 persons received the complete series of inoculations. Out of 15,407, 2,285 received the pure antityphoid vaccine for the first injection and 1,906 for the second; and the rest were given mixed typhoid-cholera vaccine for the first and second inoculations. There were 127,118 individuals who received mixed typhoid-cholera vaccine for the first injection and 94,223 for the second. No pure cholera vaccine was used in the city during the year. For the third injection, the pure antityphoid vaccine was employed.

In the Provinces the number of persons supposedly immunized against cholera and typhoid is tabulated as follows:

*Table showing typhoid and cholera inoculations in the Provinces according to reports received up to November, 1924*

Vaccine used	Number of persons who received—		
	First injection	Second injection	Third injection
Mixed typhoid-cholera.....	269,453	122,148	1,792
Pure antityphoid.....	32,451	19,132	12,929
Pure anticholera.....	146,329	14,707	-----

Circulars were issued during the year on the control of dangerous communicable diseases and the investigation of other diseases that have public health bearing.

The treatment of yaws was conducted in 25 Provinces. Reports from these Provinces show that, up to November, 1924, there were treated 10,007 cases with neosalvarsan—3,638 children and 6,369 adults.

Hookworm campaigns were instituted in the Provinces of Leyte, Cagayan, Ilocos Norte, Ilocos Sur, and Agusan. Hookworm infestation was found in the proportion of 93.19 per cent among 587 persons examined in Leyte, 37 per cent among 103 in Cagayan, 25 per cent among 445 in Ilocos Norte, 12.6 per cent among 436 in Ilocos Sur, and 82 per cent among 100 in Agusan. In four of these Provinces 2,857 infested individuals were treated with carbon tetrachloride.

The report of the metropolitan sanitation shows a marked improvement in the sanitation of premises and buildings in the territory comprised in the metropolitan sanitary division. During the year 384,972 house inspections were made. For the abatement of nuisances, 9,053 sanitary orders were issued during the year, of which 8,695 were complied with. Forty-two persons were prosecuted, 41 of whom were fined and 1 acquitted. An active campaign was conducted against flies, mosquitoes, and rats. The total number of disinfections made was 117,080.

A survey of the water supply of the city of Manila was made during the year. It was found that 28 out of the 63 artesian wells were contaminated due to structural defects. The repairs have been ordered and were made. The method of the purification of the water supply from the metropolitan water district is as yet inadequate.

In the Provinces there have been the regular inspections. These were extended to 23 Provinces and 90 municipalities. In addition to the metropolitan and provincial inspections, special inspections were made as follows: A total of 782 inspections were made of factories and other industrial establishments. During the period from June to December there were examined, physically, in the city of Manila a total of 72,141 school children. A total of 69,475 treatments were given. Medical inspections of schools in the Provinces were done by district health officers, presidents of sanitary divisions and district nurses.

During the year 82,202 lectures and demonstrations were given to mothers, prospective mothers, and midwives in Manila and the Provinces. A total of 6,737 treatments were given to babies and mothers in their homes and 1,907 persons were given nursing care.

In March, 1923, Act No. 3114 was passed appropriating ₱1,000,000 as insular aid to the several Provinces in the construction and equipment of provincial hospitals. A committee was appointed by the Governor General to prescribe the terms and conditions under which insular aid would be granted and to formulate the rules and regulations for the operation of hospitals constructed under the act. Such a report was required by the act to be submitted to the legislature in 1923, but no action was taken upon it. In the meantime, however, insular aid to the amount of ₱156,000.75 was granted to the following Provinces: Tarlac, Tayabas, Negros Occidental, Batangas, Ilocos Sur, Pangasinan, and Laguna. The legislature not having approved the original report of the committee, a bill was prepared by the Philippine health service providing for a plan for the construction and operation of provincial hospitals under the jurisdiction of that service. This bill was passed by the legislature on October 15, 1924, and became

a law. By this enactment the legislature, in substance, put into effect the report of the committee above referred to. The main provisions of this law (Act No. 3168) are as follows:

(1) One million pesos (₱1,000,000) are appropriated to be released by the Governor General with the approval of the council of state as aid to regularly organized Provinces for the construction, equipment, and maintenance of hospitals in said Provinces.

(2) The insular aid for construction and equipment shall be 60 per cent for first-class Provinces, 65 per cent for second-class Provinces, and 70 per cent for the other Provinces.

(3) The insular aid for operation and maintenance shall be 50 per cent of the total cost for the first year, the aid to be decreased by 5 per cent every year until it is automatically discontinued at the end of 10 years.

(4) In order to provide funds for the operation and maintenance of the hospital, each municipality within the Province shall set aside annually a sum of not less than 3 nor more than 5 per cent from its general funds. The municipality in which the hospital is located shall set aside a sum of not less than 7 per cent from its general funds. The funds thus set aside, together with the insular aid, shall be expended exclusively for the construction, equipment, operation, and maintenance of the hospital.

(5) The Philippine health service shall have control and direction of the management of the hospitals.

(6) All the hospital personnel shall have insular status, and the physicians are given the opportunity to enter the commissioned or the classified service.

(7) The insular funds appropriated are exempted from the effects of Joint Resolution No. 1 of the Philippine Legislature, so that the same are immediately available for expenditure.

As it may be seen, the aid for the operation and maintenance is gradually withdrawn. In this wise a Province is given time to adjust its finances and to gradually assume all the obligations incident to the operation of the hospital. The Provinces and municipalities are required to set aside a certain percentage of their general funds. There is, however, no limit to the amount that a Province can appropriate, so that the deficit, if any, can be made up by the Province. The full text of the law is set forth in the annexed report of the Philippine health service.

During the year the only hospital which was operated under Act 3114 and later under Act 3168 was the Tarlac Provincial Hospital with a capacity of 30 beds. During the same year, however, six hospitals of the so-called scheme B type were constructed, which would be in readiness to operate beginning from the early part of 1925, as follows:

Province	Location	Bed capacity
Tayabas.....	Lucena.....	30
Pangasinan.....	Dagupan.....	35
Negros Occidental.....	Bacolod.....	30
Nueva Ecija.....	Cabanatuan.....	8
Ilocos Sur.....	Vigan.....	8
Laguna.....	Sta. Cruz.....	8

Those at Lucena, Tayabas, and Sta. Cruz, Laguna, began actually to operate on January 2, 1925.

In addition, two other hospitals were authorized and allocated to be constructed at Batangas, Batangas, and Tagbilaran, Bohol.

As practically all the Provinces not yet having hospitals have applied for the construction and operation of the same, it is hoped that in the near future hospitals shall have been constructed and operated in other Provinces in the Philippines.



The following table shows the kind, number, and bed capacity of the hospitals under the jurisdiction of the Philippine health service:

Class	Number	Bed capacity
General insular.....	13	613
General provincial.....	4	136
Insular emergency.....	2	23
Provincial emergency.....	4	40
Contagious.....	2	1,240
Leprosaria.....	3	5,500
Penal.....	3	365
Total.....	31	7,917

The funds for hospital administration have not kept pace with the expanding activities. As the appropriation remained the same from year to year, while the frontiers of hospital service have made giant strides as the confidence of the public is being won, and as the patronage has increased, the physicians in charge of the hospitals have been placed under trying circumstances, at times having had to painfully refuse admission due to lack of bed or funds. At the end of the year something like 5,565 patients were being actually cared for in the different hospitals of this service.

The treatment and care of lepers at San Lazaro and at Culion has continued along the lines described in previous reports. On pages 18 to 22 of the report of the director of health, on file with the Bureau of Insular Affairs, will be found a detailed statement of the leprosy work during 1924.

During the year 1,063 dispensaries and 30 laboratories were operated under the Philippine health service. While most of these dispensaries and laboratories are poorly housed, equipped, and supplied, every effort has been made to utilize them to the best advantage and reasonably good results have been attained. Bulletin No. 27, known as "The Dispensary Hand Guide," was issued, in which instructions are given regarding the uses and doses of drugs and which aims to standardize the equipment and supplies of the dispensaries. Bulletin No. 29, entitled "Plan and Description of the Standard Progressive Dispensary Construction," was likewise issued. This bulletin aims to standardize the buildings intended for dispensaries.

During the year the office of the sanitary engineer had expended its energies largely in the city of Manila. The provincial service, however, was increased and more careful attention was paid to the relation of engineering to sanitation.

The malaria-control demonstration at Pampanga initiated by the Rockefeller Foundation in cooperation with the Philippine health service was continued throughout the year. The legislature appropriated ₱5,000 to be used in connection with a similar amount from the Rockefeller Foundation in 1925 in carrying on malaria control and in training the Philippine personnel in the methods of such control.

The problem of the care and treatment of the insane still remains unsolved. The number of insane in confinement during the year continued to be between 500 and 600. Some relief was found from the crowded and insanitary condition at San Lazaro by securing, in cooperation with the bureau of prisons, the assignment of a portion of the hospital at Bilibid. Alterations were made in the portion of the building set aside and 50 patients of the less violent type were transferred to these new quarters and were cared for there. This, however, is only a temporary measure. There still remains a deplorable lack of adequate facilities. A bill providing for an annual appropriation of ₱200,000 a year for 5 years for the acquisition of a site and construction of a hospital was introduced in the legislature, but failed of passage. There was an unsuccessful attempt to secure an appropriation of ₱150,000 with which to purchase a portion of the Carpenter Estate at Novaliches as a suitable site for an insane hospital.

#### BUREAU OF QUARANTINE SERVICE

The administration and operation of the bureau of quarantine service during the year 1924 differed little from that of the immediately preceding years. The efforts of the bureau during the entire year were directed to the end that at all ports of entry in the Philippines measures be taken and requirements carried out for the purpose of reducing to the lowest practicable stage and possibility of the

introduction of plague, cholera, smallpox, typhus fever, and other quarantinable diseases into the Philippine Archipelago from foreign ports.

The amount appropriated for the bureau of quarantine service for 1924 was ₱153,429. An allotment of ₱2,187.52 for equipment was made available by the emergency board, thus giving a total of ₱155,616.62 for the quarantine bureau during the year. Every possible economy was exercised during the year to keep the expenditures at a minimum. The total expenditures were ₱140,937.13, leaving a balance of ₱14,679.39.

The general incoming quarantine, inspection of immigrants, outgoing quarantine, and other similar functions were carried on during the year with satisfactory cooperation on the part of the steamship agents and owners, nor was antagonism encountered on the part of the general public. This cooperation of all the persons and entities interested has increased the confidence of the public and has led to an increased esteem for the quarantine bureau and its efforts. No unusual difficulties were experienced in administering the quarantine laws and regulations. When special restrictions which might under other conditions have been considered burdensome on shipping and shippers had to be put in force, shipping interests in general aided the quarantine service to the best of their ability, realizing that such measures were adopted for the protection of the vessels, their passengers and crews, as well as for the ports of the Philippine Islands.

The fact that the Philippine Islands were free from bubonic and septicemic plague, and practically free from smallpox and cholera, imposed an added responsibility upon the bureau since any small outbreak or flare up of such diseases is quite likely to be attributed to the introduction of new infection from without the archipelago.

During the year 1924, except for a considerable amount of smallpox, the ports of the Orient, which in past years have constantly been foci of the most dangerous quarantinable diseases, have been remarkably free from the usual epidemics.

The activities carried on by the bureau fall under various classifications. These are, briefly, national quarantine, consular quarantine, interisland quarantine, maintenance and operation of quarantine stations and floating equipment, physical examinations of applicants for Philippine marine licenses, medical inspection of arriving immigrants, and other functions not included in the foregoing. This work is carried out at all of the ports of entry at which quarantine officers are stationed.

During the year a number of vessels arrived at the port of Manila without having complied with the quarantine laws and regulations which, among other things, require a vessel proceeding from a foreign port to a port in the Philippine Islands to obtain an American consular bill of health. Several of the vessels arriving without bills of health gave as a reason that application had been made for the same but that it was refused them, for reasons which can not in any way be construed as being a violation of the quarantine laws or regulations. There seems to have been at certain ports an endeavor to use the bill of health as a measure to prevent vessels from accepting alcoholic beverages as cargo. When these vessels arrived at Philippine ports, the matter was reported to the insular collector of customs for action, in accordance with the provisions of the quarantine laws and regulations and section 2701 of the Administrative Code, which imposes a fine on any vessels arriving at a Philippine port without a proper bill of health.

The fiscal year under report was noteworthy on account of the persistence of smallpox in epidemic form in near-by ports, particularly the ports of Amoy and Hongkong, the latter port having experienced its most severe outbreak since 1912. The tendency to spread was very persistent and a number of vessels arrived in the Philippines with smallpox on board. The usual vaccination of passengers and crews, the segregation of contacts, and the disinfection of quarters, etc., was performed.

On March 6, 1924, after the arrival of the steamship *President Hayes*, the third vessel to arrive in the Philippines with smallpox on board, in view of the increase of smallpox in Hongkong and Amoy, orders were issued for all vessels carrying passengers coming from Hongkong, Amoy, or Shanghai to call at the Mariveles quarantine station before proceeding to any other port of the Philippine Islands. These restrictions remained in force from March 6, 1924, to April 14, 1924, when the requirements were so modified that vessels were no longer required to call at the Mariveles quarantine station for inspection. With the abatement of the epidemic on the China coast the requirements were modified, but it was considered necessary to vaccinate all persons coming from the infected ports regardless of whether they were traveling first, second, or third class.

In that period during which vessels were required to call at the Mariveles quarantine station for inspection and treatment before proceeding to other Philippine ports, there arrived 32 vessels with 4,938 crew, 1,727 first-class passengers, 195 second-class passengers, and 1,187 steerage passengers. Persons with recent successful vaccinations and those who showed immune reactions to smallpox were immediately released; all other persons, 1,029 in number, were detained in quarantine for vaccination and observation. They were promptly released upon the appearance of immune reactions or takes.

The conditions in China coast ports with reference to smallpox demanded that vaccination be supervised or carried out actively by this bureau during almost the entire year. At the beginning of the year it was customary to vaccinate only steerage passengers arriving in the Philippines. However, in view of the increase of smallpox, this measure was required at a later date of all arriving passengers and crews.

As in previous years, an effort was made to have all persons employed on interisland vessels successfully immunized against smallpox. Masters and agents of vessels were enjoined not to employ new members for their crew who did not possess certificates of successful vaccination issued by the quarantine service. This request met with a very satisfactory response, and it was a daily occurrence to vaccinate persons who desired to be employed on interisland vessels. The shipping commissioners aided this office by refusing to employ persons who did not possess such certificates. This prophylactic measure gave very satisfactory results, as no case of smallpox occurred on interisland vessels among members of the crews during this or the previous year. There were actually vaccinated by officers of the service during this year a total of 2,140 persons. They, however, supervised and inspected many times this number of vaccinations which were done by ship's surgeons and by medical officers employed by the United States Public Health Service for duty in connection with quarantine in the various ports of the Far East.

Plague is constantly present in the territories contiguous to the Philippine Islands. The Continent of Asia, without doubt, is the endemic focus of plague, and therefore presents a great problem in view of its proximity to the Philippines. There is present the necessity of remaining constantly alert and of putting into effect every possible preventative measure against the reintroduction of this dread disease into the islands. The principal measures enforced during the year consisted of requiring vessels to use rat guard on all lines leading to wharves and lighters, breasting the vessels away from the wharves and quays at least 4 feet, fumigating vessels to destroy rodents, and inspection of vessels while they were being unloaded.

During outbreaks of plague at near-by foreign ports, vessels from such ports were fumigated every trip. When the outbreak abated, the fumigation period was extended to three months. All vessels calling at Philippine ports from foreign ports were required to be fumigated not less than once every six months.

The legislature was asked to appropriate sufficient funds for the construction of a disinfecting shed which could be used for the fumigation of lighters and similar small craft while loaded, thereby insuring the fumigation of possibly rat-infected cargo before allowing it to be taken up the Pasig River and stored in the bodegas located there. However, no appropriation could be obtained for this purpose. The fumigation of cargo has been the subject of discussion and consideration for some time, owing to the types of cargo coming to the Philippine from plague-infected localities. It has not been possible on account of lack of funds to put into effect a number of the plans which were worked out to combat the plague menace. The fumigation of potentially dangerous vessels, together with their cargoes, was done in certain instances by means of cyanogen chloride.

The greatest need of the quarantine service is for more adequate equipment for the fumigation of vessels and cargo and also for floating equipment with which to carry on effectively the routine boarding of vessels. The launches of the service were kept in commission almost the entire year, but in view of very old age they require a great amount of repairs. The entire fund appropriated for maintenance and repair of equipment was expended in endeavoring to keep them afloat and in operation. It would be economical if at least one new launch could be purchased.

Respectfully submitted.

E. A. GILMORE,  
*Secretary of Public Instruction.*

THE GOVERNOR GENERAL, *Manila.*

# REPORT OF THE SECRETARY OF FINANCE

JANUARY 1 TO DECEMBER 31, 1924

DEPARTMENT OF FINANCE,  
*Manila, March 27, 1925.*

SIR: I have the honor to submit the following report of the department of finance for the year 1924.

Continuous improvement in the economic conditions of the islands over the preceding year, due to greater advances in practically all branches of business activity, features the business situation during the year 1924. The country is evidently on the threshold of a new era of prosperity, and the outlook for a broad and substantial economic revival is more favorable now than at any time since the termination of the great war.

The production of the basic crops has been larger than that of the previous year. Hemp, sugar, and tobacco registered increases, but rice, because of adverse weather conditions at the time of planting, did not measure up to its former level, while coconuts and the rest gave a fairly good yield. Hemp increased 13 per cent; maguuey, 45 per cent; coconut oil, 11 per cent; copra, 7 per cent; and tobacco, 18 per cent. The prices of these commodities were generally maintained, except in sugar which declined to an appreciable extent. This decline, however, was compensated by the increase of production.

With the exception of the banner year of 1920, when the total trade of the Philippine Islands exceeded 600,000,000 pesos, the year 1924 returned larger trade than any other year since the American occupation.

The value of our trade for 1924 reached P486,711,115, as compared with P416,505,474 for the previous year. Our imports for the year under review totaled P216,021,790, while our exports exceeded this value and amounted to P270,689,325. The balance of trade is therefore in favor of the islands, the same as in the two preceding years.

The general prosperity of trade enjoyed by the islands in the business relations with foreign countries is shown by the fact that many of them have registered larger returns than the previous year. As usual, the largest portion of our trade was with the United States, 64 per cent thereof having been with that country, followed by the United Kingdom and Japan, 6 per cent each, and by China and the French East Indies, 4 per cent each.

While comparatively there were more countries which recorded individual trade balances favorable to them and against the islands, the total balance of trade is favorable to the islands and against most of the countries which shared the largest volume of our commerce. The total value of our imports from the United States is less than that of our products sent to the markets of that country. The same is true with respect to the United Kingdom, Spain, Germany, France, Hongkong, Netherlands, Italy, Belgium, and Canada. However, the balance of trade is against the islands with respect to the following countries: Japan, China, French East Indies, Dutch East Indies, Australia, British East Indies, Switzerland, and others, the commerce of which is of relatively small importance.

The American vessels have maintained their lead in the carrying of the islands' foreign trade during the year under review, and as in the preceding year the British ships took the second place. The Japanese vessels came back again as third after suffering defeat from the Dutch boats last year. The most notable, however, was in the increased activity of the German vessels in carrying the islands' foreign trade. From a total of P3,550,360 worth of goods carried by these vessels in 1923, it has risen to P10,857,630 in 1924, or an increase of 206 per cent.

Seventy-two per cent of the articles exported from the islands went to the United States. In the order of their importance as to value, the principal products exported during 1924, were sugar, hemp, coconut oil, copra, tobacco products, embroideries, maguuey, lumber, copra cake and meal, and hats. With the exception of copra, tobacco products, and embroideries, all of these articles showed an increase over similar items in 1924.

In spite of the great fall in the price of sugar toward the end of the year 1924, the value of exports reached P83,736,173, as compared with P69,038,246 in 1923 or an increase of 21 per cent. This represented 31 per cent of the islands' total exports. Almost all of the centrifugal and refined sugar went to the United States, while the largest portions of the muscovado were distributed among China, Hongkong, and Japan.

Hemp, the second largest item of exports, represented 22 per cent of the islands' total exports. The value of the shipment abroad during the year was ₱59,900,916, as compared with ₱49,903,150 in 1923, or an increase of 20 per cent. About one-half of our hemp exports went to the United States, 23 per cent to the United Kingdom, and 11 per cent to Japan. Higher prices prevailed in the fiber market during the year 1924 so that although the quantity of hemp exports decreased in 1924 as compared with 1923, the value returned was greater.

The exportations of coconut oil increased from ₱28,133,164 in 1923 to ₱37,622,061 in 1924, or 34 per cent, and 99 per cent of these went to the United States.

Copra represented only 11 per cent of the total exports of the islands. Compared with the preceding year there was a decrease of 20 per cent in the copra exports. This was due to the relaxation of buying pressure from local export houses on account of the high prices ruling locally as compared with those obtaining in the consuming markets abroad. In other words, the local offerings were not in many cases on a parity with the foreign quotations. The gap existing between the two markets was the result of keen competition between the local millers on the one hand and the export houses on the other, which had, of course, the effect of boosting the local prices.

The largest portion of copra exports went to the United States, while the balance was distributed among other countries, such as Spain, United Kingdom, Germany, and France.

Of our total exports 8 per cent represented tobacco products. A decrease of 6 per cent has been registered in the exportations of these domestic products.

The chief classes of tobacco products are cigars, cigarettes, and leaf tobacco. The United States consumed the largest portion of our cigar exports, while to Spain were sent most of our cigarettes and tobacco leaf.

A reduction of 26 per cent was registered in the exports of embroideries which constituted 3 per cent of the total exports. The portion exported to other countries was negligible, for almost all of the locally manufactured embroideries were taken to the United States. The slump is believed to be due to an overstocked market in the United States and the alleged poor quality of Philippine embroidery articles exported lately.

Maguey represented 2 per cent of the total exports of the country, and 23 per cent of this product went to the United Kingdom, and the rest was distributed among other countries with the United States consuming only about 12 per cent of same.

More than one-half of our lumber sent abroad went to the United States, and the largest portions of the balance went to Japan, China, United Kingdom, and Australia. Lumber represented 2 per cent of our exports.

Germany is the greatest consumer of our copra cake and meal, followed by the United States, 57 per cent of the whole shipment having been sent to the former, and 38 per cent to the latter. Copra cake and meal represented 1 per cent of the islands' total exports.

The demand for Philippine hats in 1924 was very encouraging. The country shipped abroad ₱1,798,647 worth of hats during the first ten months of the year, or ₱540,133 more than the value of the total exports for the whole year 1923. There was at the end of 1924 an increase of 94 per cent. Hats, like copra cake and meal, represented only 1 per cent of the total exports.

Of the articles imported by the islands 56 per cent originated from the United States. Notable increases were recorded in our importations from French East Indies, United Kingdom, Hawaii, Japan, and Dutch East Indies. In the order of their importance as to value, the principal imports of the year were cotton goods, iron and steel products, rice, mineral oils, meat and dairy products, wheat flour, automobiles and accessories, paper goods, coal, and silk goods. Of these articles, coal has shown a decrease in value, but an increase in quantity from 465,285 metric tons to 479,698. All the rest have shown an increase over the figures in the preceding year.

Rice, however, registered an unprecedented increase, same being 149 per cent over the imports of the previous year. This is attributed to the fact that our rice production has decreased more than 60,000,000 kilos on account of adverse conditions during the planting season.

Financially, the Philippines are on a more stable basis. The larger agricultural production of the islands, especially sugar, the comparatively good prices commanded by some of our products, and the sale in the United States of government bonds for public works purposes have to a great extent been responsible for the improvement of the financial condition of the country during the year covered by the report as compared with that prevailing in 1923.

The currency circulation has gone up, the banks have been able to liquidate some of their loans, and their deposits and cash holdings have increased. On account of all these the banks were able to meet the financial demands of the business. Although investment decreased during the year, it does not show a lack of interest on the part of the capitalists and investors but rather the shifting of capital from new ventures to the expansion of well-founded enterprises.

The increase in bank deposits and their cash holdings amounted to ₱2,538,768.96 and ₱5,930,698.94, respectively, while the decrease in their loans and discounts, including overdrafts, was ₱29,835,803.49. The readjustments made as a consequence of the rehabilitation act of the Philippine National Bank were mainly responsible for the large decrease in loans and discounts.

The Mercantile Bank of China was started during the year and the Narcisenan Mutual Building & Loan Association was also established.

The currency circulation of the islands on December 31, 1924, was ₱123,979,980.69 as against ₱110,389,333.25 on the same date of the preceding year. This increase is attributed to a greater demand for Philippine products abroad and the sale of Government bonds in the United States that gave way to a favorable balance of trade of the islands.

As stated in the last annual report of this department, Act No. 3058 abolished the currency reserve fund and established in lieu thereof the gold standard fund and the treasury certificate fund. The gold standard fund is to maintain the parity of the silver peso with the gold peso, while the treasury certificate fund is to redeem the treasury certificate issue. The inauguration of these two funds took place on January 3, 1923.

Since the establishment of the gold standard fund and the treasury certificate fund exchange in the islands has been stabilized by properly managing them in accordance with sound financial principles. Act No. 3058 provides that the gold standard fund shall be constituted and maintained in a sum not less than 15 per cent of the money of the government of the Philippine Islands. The fund was maintained throughout the year over the minimum limit. About the end of the year the government rates of exchange between Manila and New York were changed from three-fourths to one-half per cent for demand drafts and from  $1\frac{1}{2}$  to seven-eighths per cent for telegraphic transfers. This was done to make the exchange rates equal the export gold points.

On December 31, 1924, the net balance of the gold standard fund amounted to ₱15,224,730.15, while that of the treasury certificate fund was ₱76,442,325.

The following tables show the income, expenditures, and current surplus of the insular government for 1924 and 1923, segregated by general fund, special fund, and bond fund.

*General fund, consolidated budget statement, fiscal year 1924 compared with fiscal year 1923*

	Fiscal year 1924	Fiscal year 1923
<b>Income:</b>		
Revenue from taxation.....	₱55,836,188.48	₱46,698,671.35
Import duties.....	17,682,619.27	13,559,403.13
Excise tax.....	14,669,960.39	13,325,055.40
License and business tax.....	20,120,462.04	17,186,020.94
Wharfage tax.....	1,926,715.13	1,742,747.11
Franchise tax.....	144,238.63	100,121.16
Documentary stamp tax (internal revenue).....	609,873.67	538,486.55
Documentary stamp tax (customs revenue).....	541,090.72	515,000.91
Income tax.....	2,550,369.99	2,220,085.30
Immigration tax.....	250,452.00	228,864.00
Tonnage dues.....	368,039.45	322,191.99
Inheritance tax.....	136,450.74	121,923.61
Other.....		2,854.80
Apportionment of internal revenue to local government.....	(3,164,083.55)	(3,164,083.55)
Incidental revenue.....	3,375,362.68	3,550,603.41
Revenue from public forest.....	1,145,874.38	939,698.38
United States internal revenue.....	1,503,100.23	1,838,879.57
Fines and forfeitures.....	656,625.96	685,188.72
Sales of public domain.....	29,416.75	34,934.74
Other.....	40,345.36	51,902.00
Earnings and other credits.....	19,379,788.63	39,049,303.62

*General fund, consolidated budget statement, fiscal year 1924 compared with fiscal year 1923—Continued*

	Fiscal year 1924	Fiscal year 1923
<b>Income—Continued.</b>		
Operating income of commercial and industrial units.....	P 10, 431, 709.96	P10, 071, 428.23
Other income of operating units.....	122, 163.73	144, 800.13
Income incidental to function activities.....	2, 887, 476.32	2, 707, 974.34
Sales of fixed property.....	121, 749.33	91, 325.90
Surplus transferred from Friar lands estates division.....	845, 407.52	763, 230.55
Sales of mortgaged property and collection of agricultural bank loans.....	58, 433.66	66, 424.70
Interest repayments, railway companies.....	345, 167.85	260, 932.02
Collection of loans to local governments.....	95, 950.00	166, 790.00
Surplus transferred from the currency reserve fund.....	---	713, 608.81
Surplus transferred from bond fund.....	4, 352, 340.00	23, 951, 400.00
Surplus transferred from San Lazaro estate division.....	119, 390.26	111, 388.94
Credit adjustments, prior year.....	340, 130.805	288, 498.77
Repayments to prior year's expense.....	385, 924.045	252, 729.25
Inventory adjustments (sales stock and supplies and materials).....	(61, 770.20)	34, 031.92
Expired money orders (sec. 1973, Administrative Code).....	15, 976.96	1, 737.60
Total income.....	78, 931, 470.595	89, 587, 077.15
<b>*Expenditures:</b>		
Revenue service.....	8, 626, 668.66	8, 374, 662.98
Expense of revenue collection.....	1, 533, 560.39	1, 412, 392.83
Operating expense of commercial and industrial units.....	7, 093, 108.27	6, 962, 270.15
Debt service.....	9, 369, 895.16	9, 549, 699.70
Interest and exchange on public debt.....	6, 636, 134.58	6, 458, 737.80
Payments to sinking funds.....	2, 715, 260.58	3, 072, 461.90
Repayment of insular loans.....	18, 500.00	18, 500.00
General welfare service.....	45, 235, 210.22	44, 298, 196.20
Legislation.....	1, 753, 369.97	1, 628, 180.12
Executive direction and control.....	1, 581, 370.09	1, 579, 333.94
Adjudication.....	2, 275, 888.06	1, 862, 823.91
Law and order.....	4, 306, 059.81	4, 589, 258.40
Public health.....	4, 217, 686.05	4, 184, 140.40
Protection against forces majeurs.....	218, 384.07	212, 112.41
Regulation of public utilities.....	66, 043.58	45, 046.99
Other protective service.....	74, 256.01	73, 417.80
Public education.....	7, 878, 652.34	6, 925, 724.19
Public correction.....	861, 505.22	810, 974.30
Public charities.....	517, 179.48	509, 022.31
Conservation of natural resources.....	548, 036.88	514, 246.50
Development of commerce.....	2, 666, 518.90	2, 863, 394.15
Development of agriculture.....	4, 207, 733.75	3, 591, 194.71
Philippine publicity.....	87, 033.61	336, 944.75
Development of industrial arts and sciences.....	470, 283.48	434, 999.51
Other economic development.....	182, 934.93	171, 585.47
Aid to local governments.....	13, 322, 273.19	13, 965, 796.34
Outlays and investments.....	2, 761, 523.42	2, 731, 226.83
Purchase and construction of public works.....	1, 155, 872.81	1, 040, 263.64
Purchase and construction and equipment.....	709, 701.95	586, 128.53
Corporate investments.....	204, 363.36	402, 900.26
Advances to railway companies under guaranty contract.....	691, 555.30	701, 934.40
Extraordinary charges.....	20, 403, 328.82	2, 267, 900.36
Retirement gratuities, Act 2589.....	169, 854.77	245, 355.33
Pensions, Act 2922.....	12, 000.00	12, 000.00
Deficiency contribution, gold standard fund.....	0.00	1, 987, 479.14
Expenses of issue and sales of bonds.....	1, 575.41	23, 065.89
Contingent losses for the rehabilitation of Philippines National Bank.....	20, 219, 898.64	0.00
Debit adjustment, prior year.....	230, 738.16	332, 591.24
Accounts receivable written off.....	4, 325.71	38, 055.56
Losses from revaluation of stock inventory.....	226, 412.45	294, 235.68
Total expenditures.....	86, 627, 364.44	67, 553, 977.31
Increase (decrease) in surplus during the year.....	(7, 695, 893.845)	22, 033, 099.84
Surplus from revenue.....	8, 171, 664.795	(1, 918, 300.16)
Surplus from bond fund.....	(15, 867, 558.64)	23, 951, 400.00
Add surplus Jan. 1, as adjusted.....	43, 238, 593.82	21, 205, 493.98
Surplus from revenues (per 1922 report).....	4, 130, 043.82	6, 048, 343.98
Surplus from bond fund (adjustment).....	39, 108, 550.00	15, 157, 150.00
Surplus, Dec. 31.....	35, 542, 699.975	43, 238, 593.82
Surplus from revenues.....	12, 301, 708.615	4, 130, 043.82
Surplus from bond fund.....	23, 240, 991.36	39, 108, 550.00

## 100 REPORT OF GOVERNOR GENERAL OF PHILIPPINE ISLANDS

*Special fund, comparative statement of receipts and expenditures*

Items	Fiscal year 1924	Fiscal year 1923
<b>Receipts:</b>		
Revenue from taxation .....	P52,346.91	
License and business tax .....	610,594.83	P628,918.54
Apportionment of motor vehicle fund, Act 3045 .....	(558,247.92)	(628,918.54)
Other revenues .....	1,126,957.76	1,130,651.11
Fines and forfeitures .....	31,982.74	11,016.35
Sales of supplies and materials .....	2,066.99	653.29
Income from rentals .....	4,798.47	5,774.21
Interest on deferred payments on land sales and investment and securities .....	217,494.07	224,567.99
Service income .....	359,317.54	394,069.83
Sales of fixed property .....	18,346.96	21,276.99
Sales of San Lazaro real estate .....	87,418.85	126,501.64
Prior year adjustments .....	1,493.68	(6,872.81)
Production earnings .....	8,233.52	17,778.28
Inspection of manufactured tobacco .....	56,857.37	73,933.11
Inspection of tobacco leaf .....	78,910.23	78,710.22
Land title fees .....	27,069.80	24,282.07
Premium on property insurance .....	99,148.42	78,813.40
Premium on surety bonds .....	44,921.76	60,959.26
Premium on insurance of work animals .....	157.00	856.40
Voluntary contributions from public .....	20,500.00	2,529.30
Incidental receipts .....	15,909.37	15,561.58
Inventory adjustment .....	12,320.99	
Total revenues .....	1,179,304.67	1,130,651.61
<b>Appropriation from the general fund:</b>		
University of the Philippines .....	1,573,000.00	1,573,000.00
Property insurance fund .....	50,000.00	50,000.00
Fidelity insurance fund .....	67,831.25	
Operation of chartered vessels (restoration of reverted income) .....		24,478.42
Friar lands estates division (restoration of reverted income) .....	1,894.73	733.95
Cadastral survey fund (restoration of reverted income) .....	205,788.62	382,446.69
Cadastral registration fund .....	7,000.00	
Total appropriation .....	1,905,514.60	2,030,659.06
Total receipts .....	3,084,819.27	3,161,310.67
<b>Expenditures:</b>		
Salaries .....	1,280,023.32	1,215,024.74
Wages .....	331,575.18	263,012.94
Travel expenses of personnel .....	82,035.50	58,127.63
Freight, express and delivery service .....	41,945.58	14,591.92
Postal, telephone, telegraph and cable service .....	17,549.21	16,047.31
Illumination and power service .....	15,816.78	14,077.67
Miscellaneous service .....	180,783.84	91,170.19
Rental of buildings and grounds .....	14,008.06	13,951.74
Consumption of supplies and materials .....	248,692.13	300,267.70
Printing and binding reports, documents and publications .....	4,969.12	4,802.06
Cash contributions and gratuities (other than to local governments) .....	75,060.00	66,296.73
Discretionary expenditures .....	242.11	48.37
Travel expense of persons not government employees .....	772.16	414.25
Maintenance and repair (contract payments only) .....	36,983.61	35,740.95
Purchase of equipment .....	114,905.49	115,918.89
Purchase of public works .....	97,576.86	36,348.37
Extraordinary losses .....	49.85	725.57
Property insurance losses .....	73,845.19	57,458.67
Work animals insurance losses .....	605.80	11,892.97
Shortages and losses paid .....	58,754.79	111,818.22
Administrative expense .....	5,870.56	12,640.01
Deterioration of supplies and sales stock .....	4,310.05	3,035.74
Engineering construction (contract payments only) .....	13,333.32	13,333.32
Losses—uncollectible debts .....	20,885.96	195.63
Apportionment of motor vehicle fund (surplus) .....		84,894.15
Aid to local government .....	7,737.00	
Total expenditures .....	2,728,721.57	2,541,926.54
Increase in surplus during the year .....	356,097.70	619,374.13
Add surplus, Jan. 1 as adjusted .....	4,752,693.11	4,133,818.98
Surplus .....	4,752,693.11	3,962,482.37
Surplus (from the fiduciary fund adjustment) .....		170,836.61
Surplus Dec. 31 .....	5,108,790.81	4,752,693.11



*Bond fund, comparative statement of income and expenditures*

Items	Fiscal year 1924	Fiscal year 1923
Balance, Jan. 1.....	₱35,380,117.49	₱97,670,819.19
Manila port works and improvements bonds, Act 2908.....	7,977,421.75	9,242,130.16
Irrigation systems and other permanent public works bonds, Act 2940.....	17,242,330.74	18,729,930.03
Financial interests protection bonds, Act 2999.....	10,156,000.00	10,156,000.00
Sundry purposes bonds, Act 3013.....	4,365.00	9,833,700.00
City of Manila collateral bonds, Act 3051.....		5,323,450.00
Gold standard and treasury certificates funds bonds, act 3058.....		44,385,600.00
Income.....	12,436,380.00	4,293,893.00
Philippine National Bank circulation reserve, financial interests protection bonds, Act 3174 (transfer from financial interests protection bonds, Act No. 2999).....	8,084,040.00	
Proceeds of sale of sundry purposes bonds, Act 3013.....	4,352,340.00	4,288,365.00
Adjustments of prior year expense.....		5,528.19
Total.....	47,816,497.49	101,964,712.38
Expenditures:		
Construction of Pier No. 7.....	1,423,862.54	1,264,708.41
Construction of various irrigation systems.....	1,763,275.89	1,492,776.39
Construction of insular building.....	197,788.00	
Expenses of issue and sale of bonds.....	3.23	360.09
Payment to treasury certificate fund.....		19,877,129.00
Payment to gold standard fund.....		4,841,071.00
Redemption of temporary certificate of indebtedness.....		19,667,400.00
Reconstruction of depository account of Treasurer of United States.....		3,500,000.00
Financial interests protection bonds, Act 2999 (transfer to Philippine National Bank circulation reserve, financial interests protection bonds, Acts 3174).....	8,084,040.00	
Replacement in part of proceeds of Manila port works and improvements bonds.....	1,575,000.00	3,473,700.00
Replacement in part of proceeds of irrigations systems and other permanent public works bonds.....	2,777,340.00	7,144,000.00
Acquisition of cargo handling equipment.....	55,377.42	
Transfer to general fund of collateral bonds.....		5,323,450.00
Total.....	15,876,687.08	66,584,594.89
Balance, Dec. 31.....	31,939,810.41	35,380,117.49
Appropriated:		
Philippine National Bank circulation reserve financial interests protection bonds, Act 3174.....	8,084,040.00	
Manila port works and improvements bonds, Act 2908.....	6,498,181.79	7,977,421.75
Irrigation systems and other permanent public works bonds, Act 2940.....	15,281,263.62	17,242,330.74
	29,863,485.41	25,219,752.49
Unappropriated, financial interests protection bonds, Act 2999.....	2,071,960.00	10,156,000.00
Sundry purposes bonds, Act 3013.....	4,365.00	4,365.00
	2,076,325.00	10,160,365.00

The general-fund table shows that the total income for 1924 was ₱78,931,470.15, while that for 1923 was ₱89,587,077.15. These sums include the transactions made for the reestablishment of the gold-standard fund, treasury-certificate reserve fund, and irrigation and port works bond funds under the provisions of Acts Nos. 3013 and 3058. Deducting from said sums the amounts covered by the above transactions consisting of the special items of "Surplus transferred from currency reserve fund" and "Surplus transferred from bond fund" totaling ₱4,352,340 for 1924, and ₱24,665,008.81 for 1923, the regular income for 1924 will be ₱74,579,130.59 and that for 1923, ₱64,992,068.34. Comparing these last two amounts, an increase of ₱9,657,062.25 in the income of the general fund will be noted in favor of 1924. Such increase is due almost entirely to increased revenue from taxation, of which the most salient items are the import duties, excise tax, and license and business tax. The internal revenue collections, which amounted to ₱38,135,375.98, exceeded any of the previous years except the boom period of 1920, when the collections were ₱41,949,806.37, while the customs collections, which amounted to ₱20,817,057.27, were the highest ever recorded in the Philippines. This fact constitutes the best sign of the general expansion of business during the year.

Excluding from 1924 expenditures the extraordinary item of ₱20,219,898.64 for rehabilitation of the Philippine National Bank, the government expenditures

for the year under review shows a decrease of ₱1,146,511.51 as compared with those for the last year, and this in spite of larger sums disbursed on account of the reorganization of courts and for public schools, cadastral survey, campaign for the suppression of agricultural pests, etc. This result has been possible due to the strict adherence of all concerned to the retrenchment policy adopted by the administration.

The surplus of general fund on December 31, 1924, was ₱35,542,699.975, of which ₱23,240,991.36 were from bond fund and ₱12,301,708.615 from revenues. Of the surplus from revenues of ₱12,301,708.615, ₱2,180,635.46 were appropriated. Deducting from the unappropriated surplus of ₱10,121,073.155, the cadastral survey accounts receivable amounting to ₱4,908,097.16 which according to Act 3077 may be expended for cadastral surveys when collected, there would be left a net unappropriated surplus of ₱5,212,975.995 in general fund on December 31, 1924. As the supplies and sales stock in hand on December 31, 1924, valued at ₱6,352,755.32, exceeds the net unappropriated surplus by ₱1,139,779.33, the Government accounts hereinafter will be on practically cash basis.

The special fund table covers continuing appropriation or funds whose unexpended balances do not revert to the general fund at the end of the year but remain available for expenditures until exhausted. The surplus of the special fund on December 31, 1924, was ₱5,103,790.81 as against ₱4,752,693.11 on the same date of the preceding year.

The bonds issued by the Philippine government up to December 31, 1924, amounted to ₱153,420,000. Deducting from this sum the city of Manila collateral bonds of ₱5,500,000 which are secured by bonds in the same amount issued by the city of Manila and held by the insular government, the net bonded indebtedness of the Philippine government on December 31, 1924, would be ₱152,920,000. Of this amount ₱139,000,000 are the obligations of the insular government, and the balance of ₱13,920,000 are bonds issued by provincial and municipal governments.

Under the Jones Act, the debt limit of the insular government is an amount equal to 10 per cent of the assessed value of taxable property of the country, excluding the bonds issued for the purchase of the friar lands estates. The last assessed valuation of the taxable property of the islands was ₱1,518,000,000 in round numbers.

The bonded indebtedness of the insular government has increased during 1924 from ₱134,500,000 to ₱139,000,000. This increase was due to the additional bond issue of ₱4,500,000 sold under Act No. 3013 for sundry purposes, bearing  $4\frac{1}{2}$  per cent interest. On December 31, 1924, the unsold balance of authorized insular bond issues was ₱31,000,000, of which ₱24,000,000 is under Act No. 3013, ₱1,000,000 under Act No. 3058, and ₱6,000,000 under Act No. 3204.

The interest paid for insular bonds including the city of Manila collateral bonds amounted to ₱6,634,654.58 as compared with ₱6,456,517.80 paid in 1923. In both these amounts the premium on exchange is included.

The balance of the bond fund as shown by the bond-fund table, was ₱31,939,810.41 on December 31, 1924. Of this amount, ₱15,700,392.85 were deposited with the Philippine National Bank, and the balance was in treasury vaults and with banks in the United States.

To redeem the bonds issued, sinking funds are set aside according to law. On December 31, 1924, the total amount of sinking fund thus set aside for insular bonds was ₱20,288,252.47 and that for provincial and municipal bonds was ₱4,349,869.82.

The government activities in business enterprises are a matter which requires a very great consideration in view of the vast amount invested in the same.

During the year shares of stock of the National Development Co. in the par value of ₱145,000 were purchased by the government under Act 2849, in order to supply the company with additional funds to pay Mr. C. F. Massey the sum of ₱120,000 in accordance with the contract entered into with him on March 23, 1921. On December 31, 1924, the total paid-up capital stock of the National Development Co. amounted to ₱5,435,700. No new business enterprise was launched by the company during the year, its activities having been confined to those transactions which are necessary for the good conduct of its existing business. In addition to the payment of ₱120,000 made to Mr. Massey by the National Development Co., also ₱60,000 were paid to the National Coal Co. to complete the loan of ₱100,000 granted to it, of which ₱40,000 were delivered last year.

As stated in my last report, it is the plan of the National Development Co. to sell the Sabani Estate. The survey of this estate for the purpose of subdividing it into small lots is practically complete, pending only final approval of the bureau of lands. It is hoped that with the completion of the first-class road between Cabanatuan and Laur in which the estate is situated, the same will be made attractive to prospective buyers, as it will be provided with communication facilities with other towns. It is expected that the company will obtain from the sale of the estate more than the amount invested.

Up to December 31, 1924, the advances given by the National Development Co. to the National Coal Co. aggregated ₱2,100,000, said advances being secured by first mortgage on the properties of the latter.

Upon payment of the sum of ₱120,000 as mentioned above to Mr. C. F. Massey, his services as manager of the Cebu Portland Cement Co. were dispensed with on October 1, 1924, and the control of the company was left completely under the National Development Co. The paid-up capital stock of the Cebu Portland Cement Co. is ₱2,750,200, and the company is at present in full operation as a going concern. Its business up to 1924 was not encouraging, but it is expected that conditions will change for the better on account of the new tariff law which gives a protection to the local cement against imported cement.

The enforcement of the provisions of the Philippine National Bank rehabilitation act No. 3174 placed the bank in a sound condition. The objectionable features of its situation have been eliminated, and it is believed that under an efficient administration the bank will be able to render great service to the country.

According to the report of the general manager of the Manila Railroad Co., during the year 1924 the company has shown great improvement. The substantial cash on hand since the beginning of the year placed the company in a comfortable position as to working capital and permitted the continuance of various important capital projects. The physical condition of the property—roadbed, rolling stock, and structures—was never as good as it is at the present time. The operation of the Manila Railroad Co. netted a profit of ₱1,285,275.93 during the year, and this amount would have been greater if not for the decrease of revenues due to the failure of rice crops in Central Luzon.

For further information, a summary of the activities of the four bureaus under this department is furnished below.

## BUREAU OF THE TREASURY

## GENERAL TREASURY CASH ACCOUNT

The following statement shows the movement of funds in the insular treasury during the fiscal year 1924 as compared with the preceding year:

	1924	1923 <sup>1</sup>	Increase (+) or decrease (—)	Balance Dec. 31, 1924
<b>GENERAL FUND</b>				
Balance Jan. 1.....	₱25,846,283.765	-----	-----	-----
Receipts:				
Bank clearances.....	263,232,666.80	-----	-----	-----
Exchanges.....	32,508,421.96	-----	-----	-----
Transfers.....	58,716,544.56	-----	-----	-----
Deposits.....	139,882,762.73	-----	-----	-----
Total.....	520,186,679.815	-----	-----	-----
Withdrawals:				
Bank clearances.....	263,232,666.80	-----	-----	-----
Exchanges.....	32,508,421.96	-----	-----	-----
Transfers.....	65,513,955.64	-----	-----	-----
Expenditures.....	150,196,168.39	-----	-----	-----
Total.....	511,451,212.79	-----	-----	-----
Balance.....	8,735,467.025	₱25,846,283.765	₱-17,110,816.74	₱8,735,467.025
	520,186,679.815	-----	-----	-----

<sup>1</sup> The transactions made under the general fund in 1923 included those of the sinking fund, bonds fund, fiduciary fund, and special funds, thus rendering a comparison of the separate accounts with those of 1924 impracticable.

	1924	1923	Increase (+) or decrease (—)	Balance Dec. 31, 1924
<b>SINKING FUND</b>				
Balance Jan. 1.....	P2, 011, 573. 19			
Receipts:.....				
Exchanges.....	11, 295, 189. 00			
Transfers.....	9, 747, 031. 61			
Deposits.....	6, 712, 642. 47			
Total.....	29, 766, 436. 27			
Withdrawals:.....				
Exchanges.....	11, 295, 189. 00			
Transfers.....	8, 679, 301. 68			
Expenditures.....	7, 436, 669. 03			
Total.....	27, 411, 159. 71			
Balance.....	2, 355, 276. 56	P2, 011, 573. 19	P+343, 703. 37	P2, 355, 276. 56
	29, 766, 436. 27			
<b>BONDS FUND</b>				
Balance Jan. 1.....	36, 892, 583. 50			
Receipts:.....				
Exchanges.....	1, 900. 00			
Transfers.....	32, 066, 595. 45			
Deposits.....	2, 983, 893. 19			
Total.....	71, 944, 972. 14			
Withdrawals:.....				
Exchanges.....	873. 70			
Transfers.....	35, 044, 190. 00			
Expenditures.....	23, 746, 441. 30			
Total.....	37, 392, 904. 21			
Balance.....	34, 552, 067. 93	36, 892, 583. 50	—2, 340, 515. 57	—34, 552, 067. 93
	71, 944, 972. 14			
<b>SPECIAL FUNDS</b>				
Balance Jan. 1.....	2, 317, 126. 18			
Receipts:.....				
Transfers.....	1, 115, 397. 19			
Deposits.....	3, 061, 422. 35			
Total.....	6, 493, 945. 72			
Withdrawals:.....				
Transfers.....	771, 808. 59			
Expenditures.....	3, 575, 722. 67			
Total.....	4, 347, 531. 26			
Balance.....	2, 146, 414. 46	2, 317, 126. 18	—170, 711. 72	2, 146, 414. 46
	6, 493, 945. 72			
<b>FIDUCIARY FUNDS</b>				
Balance Jan. 1.....	2, 145, 611. 605			
Receipts:.....				
Exchanges.....	2, 046. 91			
Transfers.....	10, 455, 462. 29			
Deposits.....	25, 608, 341. 57			
Total.....	38, 211, 462. 375			
Withdrawals:.....				
Exchanges.....	2, 046. 91			
Transfers.....	171, 155. 62			
Expenditures.....	31, 619, 595. 02			
Total.....	31, 792, 797. 55			
Balance.....	6, 418, 664. 825	2, 145, 611. 605	+4, 273, 053. 22	6, 418, 664. 825
	38, 211, 462. 375			

	1924	1923	Increase (+) or decrease (-)	Balance Dec. 31, 1924
<b>DEPOSITORY FUNDS</b>				
Balance Jan. 1.....	P1,841,348.74	P1,578,156.10		
Deposits:				
Transfers.....	23,201,345.46	95,838,415.97		
Deposits.....	90,163,200.64			
Total.....	115,205,894.84	97,416,572.07	P+17,789,322.77	
Withdrawals:				
Transfers.....	25,121,291.59	95,575,223.33		
Withdrawals.....	86,878,474.72			
Total.....	111,999,766.31	95,575,223.33	+16,424,542.98	
Balance.....	3,206,128.53	1,841,348.74	+1,364,779.79	P3,206,128.53
	115,205,894.84	97,416,572.07	+17,789,322.77	
<b>TREASURY CERTIFICATE FUND</b>				
Balance Jan. 1.....	62,084,788.00			
Receipts:				
Exchanges.....	6,500,000.00	128,016,538.00		
Transfers.....	40,299,000.00			
Treasury certificates issued.....	33,910,713.00			
Total.....	142,794,501.00	128,016,538.00	+14,777,963.00	
Withdrawals:				
Exchanges.....	6,500,000.00	65,931,750.00		
Transfers.....	40,299,000.00			
Retired.....	19,553,176.00			
Total.....	66,352,176.00	65,931,750.00	+420,426.00	
Balance.....	76,442,325.00	62,084,788.00	+14,357,537.00	76,442,325.00
	142,794,501.00	128,016,538.00	+14,777,963.00	
<b>GOLD STANDARD FUND</b>				
Balance Jan. 1.....	13,630,828.22			
Receipts:				
Exchanges.....	38,170,221.34	59,357,811.71		
Transfers.....	18,616,126.32			
Deposits.....	2,030,236.73			
Total.....	72,447,412.61	59,357,811.71	+13,089,600.90	
Withdrawals:				
Exchanges.....	38,170,221.34	45,726,983.49		
Transfers.....	18,616,126.32			
Expenditures.....	436,334.80			
Total.....	57,222,682.46	45,726,983.49	+11,495,698.97	
Balance.....	15,224,730.15	13,630,828.22	+1,593,901.93	15,224,730.15
	72,447,412.61	59,357,811.71	+13,089,600.90	
Grand total.....				149,081,074.48

*Distribution of cash balances*

	Cash in treasury vaults		Bank credits		Total, expressed in Philippine currency
	United States currency	Philippine currency	United States currency	Philippine currency	
General fund.....		P1,090,386.805	\$2,572,956.12	P2,499,167.98	P8,735,467.025
Gold standard fund.....	\$2,037,671.60	956,082.01	5,096,652.47		15,224,730.15
Treasury certificate fund.....		22,198,196.00	27,122,064.50		76,442,325.00
Depository funds:					
United States Treasurer and United States dis- bursing officers.....		1,676,135.57			1,676,135.57
Antituberculosis society fund.....		24,200.20			24,200.20
Austin memorial fund.....		74.61			74.61
Burnham memorial fund.....		120.42			120.42
Fourth of July celebration fund.....		1,499.84		2,530.61	4,030.45
Chase National Bank, New York, United States (special dep't).....		1,000,000.00			1,000,000.00
Trust fund, Manila R. R. Co., Act 1592.....				66,267.24	66,267.24
Trust fund, Manila R. R. Co., Act 1590.....				177,430.23	177,430.23
Philippine National Bank emergency fund.....		56,018.67			56,018.67
Treasury overage account.....		102.49			102.49
Insular disbursing officers' account.....		196,077.02			196,077.02
Coast and Geodetic Sur- vey disbursing officers.....		5,671.63			5,671.63
Sinking funds:					
Land purchase bonds sink- ing fund, Acts Nos. 1749 and 2550.....		86,273.71	115,220.66		316,715.03
Public improvement bonds sinking fund, Acts Nos. 1301, 1449, 1729, and 1954.....		33,898.04	92,750.63		219,399.30
Railroad purchase bonds sinking fund, Acts Nos. 2415, 2624, and 2625.....		23,146.83	50,260.98		123,668.79
Manila port works and improvements bonds sinking fund, Act No. 2908.....		68,510.24	86,354.61		241,219.46
Public improvement bonds sinking fund, Act No. 2940.....		130,200.65	301,313.27		732,827.19
Financial interest protec- tion bonds sinking fund, Act No. 2999.....		(5,846.90)	2,350.46		(1,145.98)
Currency bonds sinking fund, Act No. 3058.....		80,049.28	30,002.58		140,054.44
Sundry purposes bonds sinking fund, Act No. 3013.....		47,335.01	156,411.74		360,158.49
City of Manila sewer and water bonds sinking fund, Acts Nos. 1323 and 2832.....		30,965.76	28,812.81		88,591.38
City of Cebu sewer and water bonds sinking fund, Act No. 2009.....		1,485.00	896.62		3,278.24
City of Manila public im- provement bonds sink- ing fund, Act No. 2894.....		114,194.28	5,182.56		124,559.40
Municipality of Sta. Cruz, Laguna, sewer and water bonds sinking fund, Act No. 2773.....		2,105.52	444.25		2,549.02
Municipality of Mayjayjay, Laguna, sewer and water bonds sinking fund, Act No. 2775.....		961.60	452.125		1,865.85
Municipality of Bangueed, Abra, water bonds sink- ing fund, Act No. 2838.....		186.70	452.125		1,090.95

*Distribution of cash balances—Continued*

	Cash in treasury vaults		Bank credits		Total, expressed in Philippine currency
	United States currency	Philippine currency	United States currency	Philippine currency	
<b>Bonds fund:</b>					
Manila port works and improvements bonds, Act No. 2803.....		P559, 024. 24	\$4, 143, 565. 08		P8, 846, 154. 40
P u b l i c improvement bonds, Act No. 2940.....		262, 005. 91	7, 641, 775. 53		15, 545, 556. 97
Financial interests protection bonds, Act No. 2999.....			1, 035, 975. 78		2, 071, 951. 56
Irrigation and permanent p u b l i c improvement fund (sundry purposes bonds fund), Act 3013.....			2, 182. 50		4, 365. 00
Philippine National Bank, circulation reserve financial interest protection bonds, Act 3174.....			4, 042, 020. 00		8, 084, 040. 00
<b>Special funds:</b>					
Property insurance fund, Act No. 2711.....		239, 661. 36			239, 661. 36
Fidelity insurance fund, Acts Nos. 1739 and 2711.....		56, 793. 19			56, 793. 19
Land title assurance fund, Act No. 496.....		283, 236. 07			283, 236. 07
Miscellaneous (other bureaus).....		1, 566, 723. 84			1, 566, 723. 84
<b>Fiduciary funds:</b>					
City of Manila public im- provement bonds interest fund.....		524, 270. 33			524, 270. 33
City of Manila sewer and water bonds interest fund.....		385, 843. 54			385, 843. 54
City of Cebu sewer and water bonds interest fund.....		9, 990. 64			9, 990. 64
Municipality of Santa Cruz, Laguna, sewer and water bonds interest fund.....		3, 375. 00			3, 375. 00
Municipality of Majayjay, Laguna, sewer and water bonds interest fund.....		1, 000. 00			1, 000. 00
Municipality of Bangued, Abra, water bonds interest fund.....		500. 00			500. 00
Earthquake of 1863 fund, Act No. 2109.....		25, 745. 92			25, 745. 92
Pulupandan, Isabela, rail- road franchise, section 27, Act No. 2485.....		3, 000. 00			3, 000. 00
Silay electric light fran- chise, section 9, Act No. 2393.....		1, 000. 00			1, 000. 00
Cavite electric light fran- chise, section 2, Act No. 867.....		1, 000. 00			1, 000. 00
Aparri electric light fran- chise, section 9, Act No. 2845.....				P1, 219. 71	1, 219. 71
Negros Telephone & Tele- graph Co., section 9, Act No. 667.....				1, 000. 00	1, 000. 00
C. B. Carter electric light franchise.....				1, 000. 00	1, 000. 00
Pampanga electric light franchise, section 9, Act No. 2845.....		1, 000. 00			1, 000. 00
Gas franchise guaranty fund, section 12, Act No. 2039.....		20, 833. 33			20, 833. 33
Miscellaneous (other bureaus).....		5, 437, 886. 355			5, 437, 886. 355
<b>Total.....</b>	\$2, 037, 671. 60	37, 200, 920. 71	52, 528, 097. 40	2, 748, 615. 77	149, 081, 074. 48

*Location of balances in banks*

Bank credits	General fund	Gold standard fund	Treasury certificate fund	Depository funds	Sinking funds	Bonds fund	Fiduciary funds	Total
	Dollars	Dollars	Dollars	Dollars	Dollars	Dollars	Dollars	Dollars
<b>UNITED STATES BANKS</b>								
Philippine National Bank, New York City:								
Demand deposits at 3 per cent interest per annum...	\$100,000.00							100,000.00
Time deposits at 4 per cent interest per annum...	12,186,690.61							12,186,690.61
Chase National Bank:								
Demand deposits at 3 per cent interest per annum...	8,907,385.48							8,907,385.48
Time deposits at 3½ per cent interest per annum...	3,036,041.31							3,036,041.31
Time deposits at 3½ per cent interest per annum:								
First National Bank of Boston, Mass.			2,000,000.00					2,000,000.00
Old Colony Trust Co., Boston, Mass.			1,000,000.00					1,000,000.00
Commercial National Bank, Washington, D. C.								
Guaranty Trust Co., New York		1,000,000.00	1,000,000.00					1,000,000.00
Riggs National Bank, Washington, D. C.			1,500,000.00					1,500,000.00
Penn National Bank, Philadelphia, Pa.			1,500,000.00					1,500,000.00
Farmers' Loan & Trust Co., New York		1,000,000.00						1,000,000.00
Crocker National Bank, San Francisco, Calif.			1,500,000.00					1,500,000.00
United States Trust Co., New York		1,000,000.00						1,000,000.00
Fidelity International Trust Co., New York City			1,000,000.00					1,000,000.00
Continental & Commercial National Bank, Chicago			750,000.00					750,000.00
Second National Bank, Washington, D. C.			1,000,000.00					1,000,000.00
Mercantile Trust Co., St. Louis, Mo.			500,000.00					500,000.00
Harris Trust & Savings Bank, Chicago, Ill.		500,000.00						500,000.00
Market Street National Bank, Philadelphia, Pa.			500,000.00					500,000.00
National Union Bank of Maryland, Baltimore, Md.			1,500,000.00					1,500,000.00
Union Trust Company, Cleveland, Ohio.						457,980.00		457,980.00
Atlanta & Lowry National Bank, Atlanta, Ga.						500,000.00		500,000.00
Bank of Pittsburgh, national association, Pittsburgh, Pa.			500,000.00					500,000.00
Bankers' Trust Co., New York			500,000.00					500,000.00
Central Trust Co. of Illinois, Chicago, Ill.			1,000,000.00					1,000,000.00
City National Bank, Knoxville, Tenn.			500,000.00					500,000.00



[illegible]

## SPECIAL FUND

*Land title assurance fund.*—The purpose of this fund is to reimburse anyone who may lose title to property under the circumstances specified in Act No. 496.

The balance of the fund on December 31, 1923, was ₱321,501.26. The income during the year 1924 was ₱28,997.16 which was derived from interest on investments and from percentage fees on land registered.

During the period under review no claims against the fund were received.

*Property insurance fund.*—Under the provisions of Act No. 1728, as amended by sections 336 to 341 of Act No. 2711, this fund was established for the insurance of government vessels, crafts, government machinery, permanent public buildings, government property stored therein and government property stored in rented buildings, against destruction or damage resulting from fire, earthquake, storm, or other casualty.

The property of the insular government is deemed to be insured in said fund free of charge solely by virtue of the law, without any formality. The property of a province, city, municipality, or other local political division is insured only upon application made by the board and council of the province, city or municipality, respectively, with the approval of the secretary of finance. The premium for insurance is fixed with the approval also of the secretary of finance.

The balance of the fund at the beginning of the period was ₱147,102.43. The receipts during 1924 amounted to ₱149,148.42 and were derived from premiums on insurance and from the continuing annual appropriation of ₱50,000 provided by law. The losses paid during the year were ₱73,845.59 or about 74 per cent of the premiums received.

The following is the list of losses paid during the period:

Province of Cagayan: Loss suffered by central school building of Tuguegarao, Cagayan, caused by complete destruction through fire	₱17,000.00
Province of Sorsogon: Damage caused by typhoon to the Guinlajon, Gabaldon school building, Guinlajon, Sorsogon	50.00
Province of Samar:	
Replacement of expenses incurred for repair of launch No. 3, which was damaged by typhoon	657.97
Replacement of Borongan school building, Samar, which was damaged by typhoon	5,345.78
Replacement of expenses incurred for repair of launch No. 3, which was damaged by typhoon	59.57
Replacement of the school building in Santa Margarita, Samar, which was partially damaged by typhoon	1,468.98
Replacement of the school building in Guiuan, Samar, which was partially damaged by typhoon	858.01
Bureau of supply: Restoration by construction of the Talim powder magazine which was completely destroyed by explosion of the dynamite stored therein	29,354.14
Philippine Constabulary: Restoration by repair of the two constabulary buildings at Cabanatuan, Nueva Ecija, damaged by typhoon	970.00
Philippine Health Service: Restoration by repair of the Sibul Springs which was damaged by typhoon and flood	530.06
Bureau of posts: Reimbursement of cost of equipments burned at Amulong, post office, Cagayan	54.98
Philippine Constabulary: Repair of constabulary buildings at Lingayen, Pangasinan, damaged by typhoon	240.00
Philippine Health Service: Repair of buildings at Butuan, damaged by earthquake	17,256.10
Total	73,845.59

*Fidelity bond premium fund.*—This fund was established by Act No. 1739 as amended for the purpose of replacing defalcations, shortages, unrelieved losses, and of paying the expenses of administration and operation of the fund in connection with the insurance of officers and employees of the government and of officers, agents, or employees of companies or corporations controlled by the insular government.

The balance of the fund on December 31, 1923, was ₱47,385.82. The accretions to the fund amounted to ₱114,580.41 and were derived as follows: ₱46,749.16 from premiums on insurance, interest on investments, and ₱67,831.25 appropriated from the general fund in order to maintain the balance of the fund

at ₱100,000 as provided in section 325 of Act No. 2711. The expenses amounted to ₱61,987.17.

The total bonds in force on December 31, 1924, were ₱24,048,750 as against ₱22,205,100 in 1923. The total losses paid in 1924 were ₱58,754.79 or ₱53,063.43 less than those paid in 1923.

Of the ₱58,754.79 losses paid during 1924, ₱51,903.34 pertain to 24 provincial and municipal employees; ₱501.45 to 2 insular employees and ₱6,350 to 3 employees of national companies.

#### DEPOSITORY FUNDS

Among the various accounts grouped under depository funds the following are the most important:

*Treasurer of the United States account.*—This account represents funds deposited by the Treasurer of the United States with the Chase National Bank, New York City, to the credit of the treasurer of the Philippine Islands to meet the expenses of the United States Government in the Philippine Islands.

The total amount thus deposited during the year amounted to ₱26,000,000 as compared with ₱22,000,000 in 1923. The outstanding balance on December 31, 1924, was ₱1,192,909.02.

*Manila Railroad Co. Southern Lines bonds sinking fund account, Act No. 2574.*—This sinking fund is established by the Manila Railroad Co. and is deposited in the Philippine National Bank to the credit of the insular treasurer as an investment of the fund. It is for the redemption of those Manila Railroad Co. Southern Lines bonds, the maturity of which has been extended to 1959 under the provisions of Act No. 2574.

The balance of the fund on December 31, 1924, amounted to ₱35,202.28.

#### GOLD STANDARD FUND

[Act No. 3058]

The function of the gold standard fund is to maintain the parity of the Philippine silver peso with the theoretical Philippine gold peso, the latter being the unit of value in the Philippine Islands and consisting of  $12\frac{2}{10}$  grains of gold, nine-tenth fine. The treasury certificate fund takes care of the redemption at par of the treasury certificates issued.

By the operation of the fund a net gain of ₱2,026,111.92 was made during the year as compared with ₱1,622,340.02 in 1923.

The receipts of the fund during the year, which consisted of interest on bank deposits, premiums on exchange, and other miscellaneous incomes, amounted to ₱2,042,871.58 or ₱409,201.22 more than last year. This increase is due to the larger amount of interest received on deposits of the said fund and the treasury-certificate fund with banks in the United States.

The total expenses of the fund amounted to ₱16,759.66 as against ₱20,330.34 for the preceding year.

*Minimum of the fund.*—Act No. 3058 also provides that the gold standard fund shall be constituted and maintained in a sum not less than 15 per cent of the money of the government of the Philippine Islands in circulation and available for circulation, including both coins and treasury certificates, and that if said fund shall fall below the minimum so fixed the deficiency shall be made up out of any fund then in the insular treasury or thereafter paid into the treasury, not specifically appropriated to meet the payment of the principal, sinking fund, or interest of public debt, which amount shall be considered as automatically appropriated for this purpose.

The fund was maintained throughout the year over the minimum limit.

The minimum of the gold standard fund on December 31, 1924, was as follows:

#### Minimum required:

15 per cent of the money of the government of the Philippine Islands in circulation and available therefor—	
Total coinage.....	₱39,721,493.91
Less coins held in treasury vaults belonging to the gold standard fund and treasury certificate fund not considered as available for circulation under section 1625 (f) of Act No. 3058.....	19,454,278.01
	₱20,267,215.90
Outstanding treasury certificates.....	76,442,325.00
Less treasury certificates in treasury vaults belonging to the gold standard fund not considered as available for circulation under section 1625 (f) of Act No. 3058.....	76,442,325.00
Total government money in circulation and available therefor....	96,709,540.90
15 per cent of the above amount.....	₱14,506,431.14

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This minimum is kept as follows:

Cash in treasury vaults:		
Philippine currency.....	P956,082.01	
United States currency (\$2,037,671.60).....	4,075,343.20	
		P5,031,425.21
On deposit with authorized depositories in the United States:		
Chase National Bank, New York City.....	\$1,586,652.47	
Guaranty Trust Co., New York City.....	1,000,000.00	
Mercantile Trust Co., St. Louis, Mo.....	500,000.00	
Penn National Bank, Philadelphia, Pa.....	1,000,000.00	
Croker National Bank, San Francisco, Calif.....	1,000,000.00	
	5,096,652.47	10,193,304.94
Excess.....		15,224,730.15
		718,299.01
Total.....		14,506,431.14

## TREASURY CERTIFICATE FUND

The balance of the fund on December 31, 1924, amounted to P76,442,325 and represents the 100 per cent of all treasury certificates in circulation and available for circulation. It is constituted of silver coins held in treasury vaults to the amount of P22,198,196 and of gold deposits in member banks of the Federal reserve system in the United States to the amount of \$27,122,064.50 or P54,244,129.

## CIRCULATION

The circulation of the islands on December 31, 1924, consisted of the following:

Treasury certificates:		
Issued.....	P76,442,325.00	
Less amount held in treasury vaults as pertaining to governmental funds.....	13,588,743.00	
Net treasury certificates in circulation.....		P62,853,582.00
Philippine coins:		
Issued—		
Silver pesos.....	P22,357,825.00	
Half silver pesos.....	6,273,829.00	
Subsidiary coins.....	8,940,673.70	
Minor coins.....	2,149,166.21	
	39,721,493.91	
Less amount held in treasury vaults as pertaining to governmental funds—		
Silver pesos.....	15,345,544.00	
Half silver pesos.....	2,665,219.50	
Subsidiary coins.....	1,785,055.40	
Minor coins.....	103,335.52	
	19,899,154.42	
Net Philippine coins in circulation.....		19,822,339.49
Bank notes:		
Issued by—		
Bank of the Philippine Islands.....	8,911,880.00	
Philippine National Bank.....	32,392,179.20	
Total bank notes in circulation.....		41,304,059.20
Total circulation.....		123,979,980.69

Table showing per capita circulation of the Philippine Islands

Year	Circulation	Population <sup>1</sup>	Per capita circulation
1910.....	P48,754,697.36	8,885,570	P5.49
1911.....	48,155,587.15	9,064,162	5.31
1912.....	52,055,892.97	9,242,754	5.63
1913.....	50,697,252.78	9,421,346	5.38
1914.....	52,575,117.74	9,599,938	5.48
1915.....	51,284,906.76	9,778,530	5.24
1916.....	67,059,189.04	9,957,122	6.75
1917.....	102,580,313.57	10,135,714	10.12
1918.....	131,151,883.03	10,314,310	12.72
1919.....	146,576,956.11	10,492,902	13.97
1920.....	124,589,239.63	10,671,494	11.67
1921.....	103,661,819.90	10,850,086	9.55
1922.....	97,217,467.695	11,028,678	8.81
1923.....	110,389,333.25	11,207,270	9.85
1924.....	123,979,98.69	11,465,037	10.81

<sup>1</sup> Figures estimated only, based on the average yearly increase in population of 2.3 per cent from 190 to 1918 according to population given by the census for said years.

<sup>2</sup> Population as per census of 1918.

## PUBLIC DEBT

Bonded indebtedness of the insular government-----	P139, 000, 000
Collateral bonds-----	5, 500, 000
Bonded indebtedness of the provincial and municipal governments-----	13, 920, 000
Loan of the insular government from the postal savings bank---	18, 500
Total-----	<u>158, 438, 500</u>

## BONDED INDEBTEDNESS

## Insular bonds:

4 per cent loan of 1904 (1914-34) 10/30 years, land purchase bonds, Acts Nos. 1034, 1749 and 2550-----	14, 000, 000
4 per cent loan of 1905 (1915-35) 10/30 years, first series public improvement bonds, Acts Nos. 1301 and 1729-----	5, 000, 000
4 per cent loan 1906 (1916-36) 10/30 years, second series public improvement bonds, Acts Nos. 1444, 1449 and 1729-----	2, 000, 000
4 per cent loan 1909 (1919-39) 10/30 years, third series, public improvement bonds, Act No. 1954-----	3, 000, 000
4 per cent loan 1916 (1926-46) 10/30 years, railroad purchase bonds, Acts Nos. 2615, 2624 and 2625-----	8, 000, 000
5½ per cent loan of 1920 (1930-50) 10/30 years, Manila port works and improvement bonds, Act No. 2908-----	12, 000, 000
5½ per cent loan of 1921 (due 1941), public improvement bonds, Act No. 2940 (irrigation and public works)-----	20, 000, 000
5 per cent loan of 1922 (due 1952), financial interest protection bonds, Act No. 2999-----	10, 000, 000
4½ per cent gold loan of 1922 (due 1952), first series sundry purposes bonds, Act No. 3013-----	10, 000, 000
4½ per cent gold loan of 1923 (due 1953), second series sundry purposes bonds, Act No. 3013-----	4, 500, 000
4½ per cent gold loan of 1923 (due 1953), third series sundry purposes bonds, Act No. 3013-----	1, 500, 000
4½ per cent gold loan of 1923 (due 1953), fourth series sundry purposes bonds, Act No. 3013-----	3, 000, 000
4½ per cent gold loan of 1922 (due 1952), first series currency bonds, Act No. 3058-----	20, 000, 000
4½ per cent gold loan of 1922 (due 1952), second series currency bonds, Act No. 3058-----	26, 000, 000
Total insular bonds-----	<u>139, 000, 000</u>

Collateral bonds: 4½ per cent loan of 1922 (due 1952) irrigation and permanent public works bonds, Act No. 3051 (city of Manila collateral bonds)-----	<u>5, 500, 000</u>
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City of Manila 4 per cent loan of 1905 (1915-35) 10/30 years, first series, sewer and waterworks bonds, Acts Nos. 1323 and 2832 (Manila sewer and waterworks)-----	2, 000, 000
City of Manila 4 per cent loan of 1907 (1917-37) 10/30 years, second series, sewer and waterworks bonds, Acts Nos. 1323 and 2832 (Manila sewer and waterworks)-----	3, 910, 000
City of Manila 4 per cent loan of 1908 (1918-38) 10/30 years, third series, sewer and waterworks bonds, Acts Nos. 1323 and 2832 (Manila sewer and waterworks)-----	60, 000
City of Manila 5½ per cent loan of 1920 (1930-50) 10/30 years, public improvement bonds, Act No. 2893-----	30, 000
City of Cebu 4 per cent loan of 1911 (1921-41) 10/30 years, sewer and waterworks bonds, Act No. 2009-----	1, 990, 000
Municipality of Santa Cruz, Laguna, 5 per cent loan of 1919 (1929-49) 10/30 years, sewer and waterworks bonds, Act No. 2773-----	10, 000
Municipality of Majayjay, Laguna, 5 per cent loan of 1919 (due 1949) sewer and waterworks bonds, Act No. 2773-----	5, 500, 000
	250, 000
	90, 000
	40, 000

Municipality of Bangued, Abra, 5 per cent loan of 1919 (due 1949) sewer and waterworks bonds, Act No. 2838-----	P40, 000
Total Provincial and municipal bonds-----	13, 920, 000
Total of all bonded indebtedness-----	158, 420, 000

## LOAN DEBT

Balance of loan on Dec. 31, 1924, loan to the insular government from the Postal Savings Bank (amount authorized by Act No. 2856, P500,000)-----	18, 500
Total of all public debt-----	158, 438, 500

Adequate legislation provides for sinking funds to redeem the bonds at maturity. The accretions of the sinking funds consist of the interest derived from investments and of the annual allotments from the insular government, cities and municipalities concerned, as the case may be. Excepting the cases of Manila sewer and waterworks, Cebu waterworks, Santa Cruz, Laguna, waterworks, Majayjay, Laguna, waterworks, and Bangued, Abra, waterworks, these sinking funds are adjusted annually so that the amount thereof at each annual due date of the bond issues shall be equal to the total of an annuity of such a sum, for each million pesos of bonds outstanding, as with interest at the rate of  $3\frac{1}{2}$  per cent per annum, shall be sufficient to retire the bonds at maturity.

The balance of the bond sinking funds at the close of the year were as follows:

Land purchase bonds sinking fund, Acts Nos. 2550 and 2592----	P7, 915, 470. 94
Public improvement bonds sinking fund, Acts Nos. 1729 and 2425-----	4, 744, 665. 06
Railroad purchase bonds sinking fund, Act No. 2625-----	1, 406, 837. 03
Manila port works and improvement bonds sinking fund, Act No. 2908-----	991, 219. 46
Public improvement bonds sinking fund, Act No. 2940-----	2, 228, 827. 19
Irrigation and permanent public works bonds sinking fund, Act No. 3013-----	762, 099. 83
Financial interest protection bonds sinking fund, Act No. 2999--	406, 854. 02
Currency bonds sinking fund, Act No. 3058-----	1, 832, 278. 94
City of Manila public improvement bonds sinking fund, Act No. 2894-----	460, 559. 40
City of Manila sewer and waterworks bonds sinking fund, Act No. 1323-----	3, 802, 081. 36
City of Cebu sewer and waterworks bonds sinking fund, Act No. 2009-----	67, 278. 24
Municipality of Santa Cruz, Laguna, sewer and waterworks bonds sinking fund, Act No. 2773-----	10, 994. 02
Municipality of Majayjay, Laguna, sewer and waterworks bonds sinking fund, Act No. 2773-----	4, 865. 85
Municipality of Bangued, Abra, waterworks bonds sinking fund, Act. No. 2838-----	4, 090. 95
Total-----	24, 638, 122. 29

The following statement shows the per capita indebtedness of the Philippine Islands from 1904 to 1924:

Year	Amount of indebtedness	Population <sup>1</sup>	Per capita indebtedness
1904-----	<sup>2</sup> P14,000,000	7,814,018	P1.79
1905-----	19,000,000	7,992,610	2.38
1906-----	21,000,000	8,171,202	2.57
1907-----	21,000,000	8,349,794	2.52
1908-----	21,000,000	8,528,386	2.46
1909-----	24,000,000	8,706,978	2.76
1910-----	24,000,000	8,885,570	2.70
1911-----	24,000,000	9,064,162	2.65
1912-----	24,000,000	9,242,754	2.60
1913-----	24,000,000	9,421,346	2.55
1914-----	24,000,000	9,599,938	2.50
1915-----	24,000,000	9,778,530	2.46
1916-----	32,000,000	9,957,122	3.21
1917-----	32,000,000	10,135,714	3.16
1918-----	32,000,000	<sup>3</sup> 10,314,310	3.10
1919-----	32,000,000	10,492,902	3.04
1920-----	44,000,000	10,671,494	4.12
1921-----	64,000,000	10,850,086	5.90
1922-----	130,000,000	11,028,678	11.79
1923-----	134,500,000	11,207,270	12.00
1924-----	139,000,000	11,465,037	12.12

Population as per census of 1903 was 7,635,426.

<sup>1</sup> Figures estimated only, based on the average yearly increase in the population of about 2.3 per cent from 1903 to 1918 according to population given by the census for said years.

<sup>2</sup> First bonds issued in 1904.

<sup>3</sup> Population as per census of 1918.

#### INVESTMENTS

The following statement shows the status of the investments on December 31, 1923 and 1924, made from different funds under the control and custody of the insular treasurer:

Title of accounts and funds	Amount invested on—	
	Dec. 31, 1923	Dec. 31, 1924
General fund-----	P68,206,479.53	P43,258,899.60
Sinking funds:		
Land purchase bonds, Act No. 1749-----	7,303,353.35	7,693,412.79
Public improvement bonds of 1905, 1906, and 1909, Acts Nos. 1301, 1444, and 1953-----	4,332,367.77	4,573,861.66
Railroad purchase bonds, Act 2675-----	950,300.00	1,285,100.00
Manila port works and improvement bonds, Act No. 2908-----	526,000.00	750,000.00
Public improvement bonds of 1921, Act No. 2940-----	1,258,000.00	1,496,000.00
Financial interest protection bonds, Act No. 2999-----	198,000.00	408,000.00
Currency bonds, Act No. 3058-----	904,000.00	1,816,000.00
Irrigation and permanent public works bonds, Act No. 3013-----	192,000.00	660,000.00
Manila sewer and waterworks bonds, Act No. 1323-----	3,339,382.50	3,662,312.50
City of Manila improvement bonds, Act No. 2894-----	350,000.00	336,000.00
Cebu waterworks bonds, Act No. 2009-----	58,000.00	64,000.00
Santa Cruz, Laguna, waterworks bonds, Act No. 2773-----	6,000.00	8,000.00
Majayjay, Laguna, waterworks bonds, Act No. 2773-----	3,000.00	3,000.00
Bangued, Abra, waterworks bonds, Act No. 2773-----	3,000.00	3,000.00
Manila Railroad Co. southern lines bonds, Act No. 2574-----	29,330.83	35,202.28
Special funds:		
Land title assurance fund, Act No. 496-----	67,297.60	67,297.60
Fidelity bond premium fund, sec. 313 335, Act. No. 2711-----	45,000.00	45,000.00
Purchase of the Manila Railroad Co. stocks, Act No. 2574-----	8,000,000.00	8,000,000.00
Total-----	95,731,511.58	74,165,086.43

The remarkable reduction of P24,947,579.93 in the investments of the general fund is mainly due to the cancellation of the shares of stock of the Philippine National Bank to the amount of P25,300,000, pursuant to the provisions of Act No. 3174 known as the rehabilitation act of the Philippine National Bank.

*Guaranty of interest on bond issue of railway corporations.*—Under the authority of an act of Congress approved February 6, 1906, the insular government guarantees 4 per cent interest, for a period not to exceed 30 years, on the first lien bonds issued by the Philippine Railway Co., for the construction of certain lines in the islands of Panay and Cebu and on the 4 per cent first lien bonds of what are known as the southern lines of the Manila Railroad Co. in the island of Luzon.

On February 16, 1922, the Manila Railroad Co. again voted to issue 7 per cent sinking fund bonds in the sum of \$1,500,000, to mature on May 1, 1937, for the purpose of paying certain indebtedness for the construction of certain lines and for providing for a sinking fund to pay such bonds and interest thereon. To guarantee this issue, both principal and interest, the Philippine Legislature passed Act No. 3008 on February 28 of the same year.

On December 31, 1924, the combined issues of both companies, after deducting the sum of \$2,000, Philippine Railway bonds redeemed during the year 1916, and \$35,000, Manila Railroad Co (southern lines) bonds redeemed during 1924, totaled \$23,925,000 United States currency.

#### REJECTED AGRICULTURAL BANK LOANS

The outstanding loans of December 31, 1924, aggregate ₱118,225.06 and represent loans rejected by the Philippine National Bank at the time said bank took over the assets and liabilities of the late Agricultural Bank in accordance with the provision of section 6 of Act No. 2747, as amended by Act No. 2938, and those that have been subsequently returned by the Philippine National Bank as uncollectible pursuant to section 7 of the above mentioned act, as amended.

The total amount of loans returned by the Philippine National Bank during the year 1924 as uncollectible was ₱9,233.33 while collections by the Government were made to the amount of ₱58,433.66.

The following is a complete list of the outstanding loans at the close of business on December 31, 1924:

Loan No.	Principal	Interest	Total	Loan No.	Principal	Interest	Total
250-----	₱2,000.00	₱373.70	₱2,373.70	713-----	₱13,281.44	₱1,860.86	₱15,142.24
263-----	15,000.00	2,983.64	17,983.64	873-----	11,000.00	4,624.86	15,624.86
275-----	6,000.00	1,019.15	7,019.15	926-----	2,008.85	-----	2,008.85
417-----	7,500.00	386.62	7,886.62	942-----	4,900.00	-----	4,900.00
424-----	3,000.00	-----	3,000.00	983-----	8,000.00	950.38	8,950.38
510-----	2,998.08	732.53	3,730.61	992-----	3,172.54	-----	3,172.54
531-----	17,303.52	-----	17,303.52	528-----	5,440.75	924.25	6,365.00
610-----	2,337.99	-----	2,337.99				
692-----	358.03	67.93	425.96	Total----	104,301.20	13,923.86	118,225.06

#### MINT OF THE PHILIPPINE ISLANDS

This division was not in operation during the year 1924. The present personnel of the mint is composed of one superintendent without additional compensation (who is also cashier and chief of the cash division), one assistant superintendent, who has charge of the stock of mint supplies and other equipment, and one mechanic whose duties are to clean and keep in proper condition all the machinery of the mint.

#### GOLD REFINERY AND ASSAY OFFICE

All equipment and supplies requisitioned for the gold refinery and assay office have been received but installation was not undertaken during the year.

#### BANKS AND BANKING

The following banks and building and loan associations were engaged in business during the year:

*Domestic.*—Philippine National Bank, Manila, with branches at Cabanatuan, Cebu, Dagupan, Davao, Iloilo, Legaspi, and Lucena, P. I., and agency in New York, U. S. A.; Bank of the Philippine Islands, Manila, with branches at Iloilo, Cebu, and Zamboanga; China Banking Corporation, Manila; Mercantile Bank of China, Manila; Monte de Piedad and Savings Bank, Manila; the Philippine Trust Co., Manila; Postal Savings Bank, Manila; El Hogar Filipino Mutual Building and Loan Association, Manila; Manila Mutual Building and Loan Association, Manila; La Urgania Mutual Building and Loan Association, Manila; the Pangasinan Home Mutual Building and Loan Association, Dagupan; Cebu Mutual Building and Loan Association, Cebu; "Balaymi" Mutual Building and Loan Association, Baguio; Zamboanga Mutual Building and Loan Association, Zamboanga; Narcisena Mutual Building and Loan Association, San Narciso, Zambales.



*Foreign.*—International Banking Corporation, branch in Manila with subagency at Cebu; Hongkong and Shanghai Banking Corporation, branch in Manila with subagency at Iloilo; Chartered Bank of India, Australia, and China, branch in Manila with subagencies at Cebu, Iloilo, and Zamboanga; the Yokohama Specie Bank (Ltd.), branch in Manila.

A comparative consolidated statement of the resources and the liabilities of all banks and trust companies engaged in business in the islands at the close of business on December 31, 1923 and 1924, is given below:

	December 31—		Increase (+) or decrease (—)
	1923	1924	
RESOURCES			
Loans and discounts.....	P138, 202, 721. 55	P108, 366, 918. 06	P-29, 835, 803. 49
Overdrafts.....	44, 616, 299. 09	38, 866, 171. 36	-5, 750, 127. 73
Stocks, securities, etc.....	11, 402, 026. 71	12, 922, 463. 21	+1, 520, 436. 50
Banking house, furniture, and fixtures.....	2, 821, 518. 78	2, 363, 534. 29	-457, 984. 49
Other real estate and mortgages owned.....	3, 040, 921. 02	3, 036, 621. 08	-4, 299. 94
Due from head office and branches.....	46, 856, 102. 82	30, 256, 691. 95	-16, 599, 410. 87
Due from other banks.....	3, 577, 171. 67	6, 137, 603. 92	+2, 560, 432. 25
Due from agents and correspondents.....	6, 958, 508. 74	21, 023, 708. 93	+14, 065, 200. 19
Bills of exchange.....	15, 380, 134. 82	14, 638, 411. 13	-741, 723. 69
Cash on hand.....	22, 438, 655. 73	28, 369, 354. 67	+5, 930, 698. 94
Checks and other cash items.....	1, 132, 912. 82	1, 093, 593. 89	-39, 318. 93
Profit and loss account.....	23, 853, 515. 89	1, 339, 100. 97	-22, 514, 414. 92
Resources other than those above.....	17, 777, 499. 41	12, 115, 183. 46	-5, 662, 315. 95
Total.....	338, 057, 989. 05	280, 529, 356. 92	-57, 528, 632. 13
LIABILITIES			
Capital stock.....	49, 494, 208. 28	24, 968, 550. 00	-24, 525, 658. 28
Reserve fund.....	3, 318, 649. 88	4, 980, 741. 25	+1, 662, 091. 37
Undivided profits.....	30, 912. 29	805, 399. 16	+774, 486. 87
Bank notes in circulation.....	41, 329, 056. 70	41, 304, 059. 20	-24, 997. 50
Due to head office and branches.....	72, 419, 108. 97	24, 643, 947. 09	-47, 775, 161. 88
Due to other banks.....	2, 360, 933. 73	21, 490, 822. 93	+19, 129, 889. 20
Due to agents and correspondents.....	1, 673, 117. 32	2, 619, 443. 05	+946, 325. 73
Dividends due and unpaid.....	205, 183. 03	917. 50	-204, 265. 53
Demand deposits.....	16, 490, 267. 55	16, 312, 798. 48	-177, 469. 07
Time deposits.....	59, 686, 711. 82	52, 290, 605. 84	-7, 396, 105. 98
Savings deposits.....	13, 418, 730. 82	20, 104, 919. 05	+6, 686, 188. 23
Current accounts.....	51, 744, 812. 10	55, 170, 967. 88	+3, 426, 155. 78
Bills payable:			
Domestic.....	4, 863, 976. 06	9, 264. 17	-4, 854, 711. 89
Foreign.....	191, 557. 85	866, 217. 76	+674, 659. 91
Cashier's checks outstanding.....	355, 908. 05	391, 103. 09	+35, 195. 04
Certified checks.....	266, 619. 53	209, 855. 92	+3, 236. 39
Profit and loss account.....	2, 638, 396. 95	865, 534. 79	-1, 772, 862. 16
Suspense account.....	4, 426, 469. 85	59, 364. 63	-4, 367, 105. 22
Liabilities other than those above.....	13, 203, 368. 27	13, 434, 843. 13	+231, 476. 86
Total.....	338, 057, 989. 05	280, 529, 356. 92	-57, 528, 632. 13

Compared with those of 1923, the resources of all the banks and trust companies showed a decrease of P57,528,632.13; the loans and discounts, a decrease of P29,835,803.49; the cash on hand, an increase of P5,930,698.94; the deposits, an increase of P2,538,768.93, and the bank-note circulation, a decrease of P24,997.50.

The decrease of the total resources and liabilities is due to the closing of the Asia Banking Corporation and to the readjustments effected in compliance with the provisions of Act No. 3174, known as the rehabilitation act of the Philippine National Bank.

#### INSURANCE

On December 31, 1924, there were 11 fire, 4 marine, 4 life, 22 fire and marine, and 24 miscellaneous insurance companies engaged in business in the Philippine Islands. The business done by said companies in the Philippine Islands as per statements filed with this office is as follows:

*Fire insurance*

	1923	1924
Net risks written.....	P279,541,096.09	P280,629,224.47
Net premiums received.....	2,999,096.28	3,428,786.75
Net losses incurred.....	975,572.34	1,833,107.04
Net losses paid.....	944,631.22	2,062,429.76
Ratio of losses incurred to premiums collected.....per cent..	32.5	53.4

*Marine insurance*

Net risks written.....	P258,281,949.47	P372,107,733.76
Net premiums received.....	1,301,801.89	1,463,758.41
Net losses incurred.....	705,980.31	715,818.56
Net losses paid.....	758,077.40	917,431.61
Ratio of losses incurred to premiums collected.....per cent..	54.2	48.9

*Miscellaneous insurance*

1923

	Accident	Motor car	Fidelity and surety	Plate	Typhoon, flood, and earthquake	Transportation
Net risks written.....	P389,500.00	P2,159,925.20	P6,788,944.26		P13,125,250.00	P246,517.00
Net premiums received.....	3,243.77	90,630.73	223,161.15	P1,097.85	67,176.51	1,109.52
Net losses incurred.....		42,851.74	10,193.97	180.00	50,284.34	
Net losses paid.....		73,543.41	213,352.17	180.00	1,997.72	
Ratio of losses incurred to premiums collected.....per cent..		47	5	16	73	

1924

Net risks written.....	P539,295.00	P2,694,795.00	P6,702,417.23		P6,806,400.00	
Net premiums received.....	7,666.94	94,258.25	230,102.02	P1,019.14	31,683.99	
Net losses incurred.....	1,061.80	25,436.20	11,039.96	419.00		
Net losses paid.....	1,061.80	40,977.00	17,450.31	419.00		
Ratio of losses incurred to premiums collected.....per cent..	14	27	4.8	41		

*Life insurance*<sup>1</sup>

1922

Insurance in force, Jan. 1, 1922.....	P54,252,938.81
Insurance issued, revived, and increased during the year:	
Number.....	5,021
Amount.....	P13,966,893.00
Insurance terminated.....	P12,305,549.74
Policies in force, Dec. 31, 1922:	
Number.....	17,581
Amount.....	P55,858,621.82
Claims paid.....	P874,419.57
Losses and claims unpaid Dec. 31, 1922.....	P180,789.08

1923

Insurance in force, Jan. 1, 1923.....	P55,858,621.82
Insurance issued, revived, and increased during the year:	
Number.....	5,635
Amount.....	P16,276,081.33
Insurance terminated.....	P12,851,917.60
Policies in force, Dec. 31, 1923:	
Number.....	18,678
Amount.....	P59,176,079.55
Claims paid.....	P739,558.91
Losses and claims unpaid, Dec. 31, 1923.....	P230,925.81

<sup>1</sup> The data for 1924 are not available at the writing of this report.

BUREAU OF CUSTOMS  
CUSTOMS COLLECTIONS

The principal sources of collections of the bureau of customs for 1924 are as follows:

	1924	1923	Increase
<b>BY PORTS</b>			
Manila.....	P17, 417, 387. 42	P13, 882, 234. 00	P3, 535, 153. 42
Iloilo.....	1, 196, 351. 53	895, 973. 74	300, 378. 09
Cebu.....	2, 459, 723. 54	1, 862, 064. 62	597, 658. 92
Jolo.....	215, 869. 60	181, 747. 64	34, 121. 96
Zamboanga.....	345, 276. 55	233, 687. 53	111, 589. 02
United States.....		2, 854. 80	1 2, 854. 80
Total.....	21, 634, 608. 94	17, 058, 562. 33	4, 576, 046. 61
<b>BY SOURCES</b>			
Import duties.....	18, 110, 751. 31	13, 861, 137. 50	4, 249, 613. 81
Wharfage.....	1, 929, 909. 86	1, 758, 537. 78	171, 372. 08
Immigration dues.....	264, 096. 00	241, 600. 00	22, 496. 00
Tonnage dues.....	368, 084. 46	322, 295. 56	45, 788. 90
Customs stamps.....	541, 159. 72	515, 080. 92	26, 078. 80
Fines and penalties.....	50, 502. 31	45, 079. 19	5, 423. 12
Storage.....	21, 824. 94	22, 656. 81	1 831. 87
Auction sales.....	38, 048. 65	3, 954. 88	34, 093. 77
Arrastre.....	15, 104. 29	39, 803. 91	1 24, 699. 62
Pier collections.....	123, 560. 63	107, 170. 95	16, 389. 68
Other sources.....	171, 566. 77	141, 244. 83	30, 321. 94
Total.....	21, 634, 608. 94	17, 058, 562. 33	4, 576, 046. 61
Refunds.....	624, 067. 31	452, 757. 21	171, 310. 10
Net total.....	21, 010, 541. 63	16, 605, 805. 12	4, 404, 736. 51

1 Decrease.

Aside from the above customs collections, internal-revenue taxes have also been collected by this bureau on imported articles amounting to a net total of P4,072,913.02. This is an increase of 15 per cent from the internal-revenue taxes collected during the previous year, which only amounted to P3,528,662.84. The increase is accounted for by the increased importations of beer, mineral oils, and other articles subject to internal-revenue tax.

The following table shows the value of imports, exports, total trade, and trade balance from the year 1899 to 1924:

Year	Imports	Exports	Total trade	Balance of trade—	
				In favor of islands	Against islands
1899.....	P38, 385, 792	P29, 693, 164	P68, 079, 136		P8, 692, 808
1900.....	49, 727, 558	45, 980, 746	95, 708, 304		3, 746, 812
1901.....	60, 324, 942	49, 006, 706	109, 331, 648		11, 318, 236
1902.....	66, 684, 332	57, 343, 808	124, 028, 140		9, 340, 524
1903.....	67, 622, 768	64, 793, 492	132, 416, 260		2, 829, 276
1904.....	59, 155, 462	58, 299, 000	117, 454, 462		856, 462
1905.....	60, 101, 100	66, 909, 548	127, 010, 648	P6, 808, 448	
1906.....	52, 807, 536	65, 285, 784	118, 093, 320	12, 478, 248	
1907.....	60, 907, 620	66, 195, 734	127, 103, 354	5, 288, 114	
1908.....	58, 372, 240	65, 202, 144	123, 574, 384	6, 829, 904	
1909.....	62, 168, 836	69, 848, 674	132, 017, 512	7, 679, 836	
1910.....	99, 438, 722	81, 256, 926	180, 695, 648		18, 181, 796
1911.....	96, 048, 814	89, 674, 254	185, 723, 068		6, 374, 560
1912.....	123, 335, 802	109, 846, 600	233, 182, 402		13, 489, 202
1913.....	106, 625, 572	95, 545, 912	202, 171, 484		11, 079, 660
1914.....	97, 177, 306	97, 379, 268	194, 556, 574	201, 962	
1915.....	98, 624, 367	107, 626, 008	206, 250, 375	9, 001, 641	
1916.....	90, 992, 675	139, 874, 365	230, 867, 040	48, 881, 690	
1917.....	131, 594, 061	191, 208, 613	322, 802, 674	59, 614, 552	
1918.....	197, 198, 423	270, 583, 964	467, 587, 387	73, 190, 541	
1919.....	237, 278, 104	226, 235, 652	463, 513, 756		11, 042, 452
1920.....	298, 876, 565	302, 247, 711	601, 124, 276	3, 371, 146	
1921.....	231, 677, 148	176, 230, 645	407, 907, 793		55, 446, 503
1922.....	160, 385, 289	191, 166, 596	351, 561, 885	30, 771, 307	
1923.....	174, 989, 494	241, 505, 980	416, 505, 474	66, 506, 486	
1924.....	216, 021, 790	270, 689, 325	486, 711, 115	54, 667, 535	

## TRADE WITH THE UNITED STATES

Sixty-five per cent of the total foreign trade of the Philippine Islands was carried on between this country and the United States, amounting to ₱315,425,011, or ₱26.68 per capita, as compared with ₱270,799,116, or ₱23.43 per capita, in 1923. The value of the goods imported from this country is ₱120,797,206, or ₱10.22 per capita, representing 56 per cent of all of our imports, while that of our products sent thereto reached ₱194,627,805, or ₱16.46 per capita, representing 72 per cent of all of our total exports.

The trade with this country is fairly distributed between the Pacific and Atlantic coasts. From the Atlantic coast merchandise to the value of ₱71,408,357 was shipped to these islands, against ₱48,873,665 imported from the Pacific coast. In the export trade our products sent to the former was valued at ₱115,540,351, against ₱79,087,454 exported to the latter. All of these figures are greater than the corresponding ones for 1923, except our exports to the Pacific coast which show a slight decrease.

## TRADE WITH COUNTRIES OTHER THAN THE UNITED STATES

Thirty-five per cent of our total trade was carried on between the Philippine Islands and all other countries of the world except the United States. The aggregate value of such trade is ₱171,286,104, or ₱14.49 per capita, as against ₱145,706,358 in 1923, or ₱12.61 per capita. The origin of all of our imports and the destination of all of our exports are shown in the following table, from which the general increase of our foreign trade may be seen:

Countries	1924	1923	Increase (+) or decrease (-)
<b>IMPORTS</b>			
United States.....	₱120,797,206	₱100,705,070	+ ₱20,092,136
Hawaii.....	1,866,281	602,633	+1,263,648
Guam.....	896	1,718	-822
French East Indies.....	19,691,631	8,219,445	+11,472,186
Japan.....	17,087,685	16,108,689	+978,996
China.....	13,960,595	13,540,844	+419,751
United Kingdom.....	11,168,443	8,360,132	+2,808,311
Dutch East Indies.....	6,769,004	5,840,087	+928,917
Australia.....	4,874,735	4,795,042	+79,713
Germany.....	4,225,273	2,925,194	+1,300,079
Switzerland.....	3,264,805	2,660,904	+603,901
British East Indies.....	3,183,498	3,641,682	-458,184
France.....	2,299,188	1,640,069	+659,119
Spain.....	1,308,468	1,107,015	+201,453
Japanese-China.....	1,020,504	1,577,160	-556,656
Hongkong.....	864,130	853,546	+10,584
Netherlands.....	823,212	550,367	+272,845
Belgium.....	676,520	405,602	+270,918
Italy.....	360,571	270,454	+90,117
Canada.....	307,202	132,048	+175,154
Austria.....	232,298	47,670	+184,628
Siam.....	206,984	251,027	-44,043
Sweden.....	187,819	67,260	+120,559
Norway.....	162,735	302,386	-139,651
British Africa.....	125,931	13	+125,900
Denmark.....	98,110	184,246	-86,136
Other countries.....	458,046	209,173	+248,873
Total.....	216,021,790	174,999,494	+41,022,296
<b>EXPORTS</b>			
United States.....	194,627,805	170,094,046	+24,533,759
Hawaii.....	761,556	615,546	+146,01
Guam.....	304,346	377,246	-72,900
Porto Rico.....	50	312	-262
United Kingdom.....	18,857,640	14,969,280	+3,888,360
Japan.....	12,543,910	15,390,418	-2,846,508
Spain.....	8,910,431	9,729,659	-819,228
China.....	5,988,900	2,396,199	+3,592,701
Germany.....	5,298,903	3,707,446	+1,591,457
France.....	4,715,448	5,555,588	-843,140
Hongkong.....	4,507,562	4,391,699	+115,863
Netherlands.....	3,373,807	4,914,480	-1,540,673
Italy.....	2,854,069	1,599,168	+1,254,881
Belgium.....	2,463,646	2,183,001	+280,645
British East Indies.....	1,753,829	1,643,498	+110,331
Australia.....	1,300,631	1,450,872	-150,241
Canada.....	666,148	186,509	+479,639

Countries	1924	1923	Increase (+) or decrease (—)
EXPORTS—continued			
Dutch East Indies.....	P487, 479	P509, 514	—P22, 035
Norway.....	118, 068	95, 866	+22, 232
Siam.....	101, 226	90, 234	+10, 992
French East Indies.....	64, 958	106, 508	—41, 550
Switzerland.....	60, 562	153, 501	—92, 939
Japanese-China.....	36, 612	34, 117	+2, 495
Austria.....	15, 600	271, 592	—255, 992
Sweden.....	7, 480	20, 500	—13, 020
British Africa.....	7, 380	23, 725	—16, 345
Denmark.....	860	2, 831	—1, 971
Other countries.....	860, 389	989, 005	—129, 216
Total.....	270, 689, 325	241, 505, 980	+29, 183, 345

The following is a comparative statement of the values of trade carried by and the number and tonnage of vessels of different nationalities calling at Philippine ports:

Flag	1924		1923	
	Imports	Exports	Imports	Exports
American.....	P93, 484, 147	P143, 114, 638	P65, 164, 709	P125, 392, 010
British.....	81, 742, 308	81, 561, 946	75, 851, 145	72, 156, 985
Japanese.....	9, 261, 060	14, 528, 577	10, 095, 396	5, 067, 443
Dutch.....	10, 477, 144	2, 627, 084	10, 684, 171	6, 794, 810
German.....	4, 983, 053	5, 874, 577	1, 265, 742	2, 284, 618
Swedish.....	84, 605	6, 000, 863	9, 379	5, 933, 852
Spanish.....	1, 968, 434	3, 263, 330	1, 549, 042	3, 011, 231
Philippine.....	3, 145, 670	1, 408, 339	3, 832, 679	46, 122
Norwegian.....	2, 371, 549	1, 268, 835	404, 853	3, 905, 955
French.....	1, 114, 369	504, 884	83, 561	2, 933, 853
Greek.....		1, 360, 960		
Chinese.....	931, 939	408, 567	526, 586	500
Danish.....	110, 925	481, 129	114, 860	993, 112
Italian.....	43, 469	18, 768	43, 632	7, 535
Russian <sup>1</sup> .....			520	
Panaman.....				110
Mail.....	6, 303, 128	7, 666, 828	5, 373, 219	12, 977, 544
Total.....	216, 021, 790	270, 689, 325	174, 999, 494	241, 505, 980

Flag	1924		1923	
	Number	Net tonnage	Number	Net tonnage
American.....	119	521, 168	95	426, 138
British.....	173	666, 944	151	592, 973
Japanese.....	80	251, 811	61	208, 265
Dutch.....	26	85, 896	25	81, 988
German.....	28	118, 024	12	49, 580
Swedish.....	8	22, 969	4	14, 759
Spanish.....	3	7, 047	3	7, 047
Philippine.....	15	15, 947	15	13, 982
Norwegian.....	12	14, 361	6	17, 869
French.....	5	19, 799	6	17, 891
Greek.....	1	3, 176		
Chinese.....	9	7, 693	5	12, 331
Danish.....	2	7, 190	6	22, 282
Italian.....	2	7, 244	1	4, 816
Panaman.....	1	7, 990	2	11, 083
Total.....	484	1, 757, 259	392	1, 481, 004

<sup>1</sup> Cargo cleared in 1923, but vessels arrived prior to that year.

The policy of allowing foreign vessels to call at Philippine ports other than ports of entry has continued during the year. The records show that permissions to the number of 121 for such vessels to call at said ports has been granted by the insular collector of customs, as against 85 allowed in 1923. The tendency

of these vessels, with very few exceptions, is to load domestic products direct for foreign markets, thus avoiding the handling and other expenses otherwise to be incurred where shipments made through ports of entry, obviously to the benefit of local producers.

The Philippine products loaded at these ports are sugar, hemp, copra, lumber, and bituminous limestone. The ports from which these articles were loaded are the following:

	Kind of cargo	Unit	Quantity
Manila collection district:			
Loaded at—			
Legaspi.....	Copra.....	Kilos.....	16, 549, 212
Hondagua.....	do.....	do.....	7, 117, 737
Sisain.....	do.....	do.....	4, 674, 576
Tabaco.....	do.....	do.....	3, 741, 435
Bulan.....	do.....	do.....	293, 767
Katabangan.....	Lauan logs.....	Cubic meters.....	4, 498
Do.....	Taluto logs.....	do.....	407
Panacan, Tagbiriri, and Puerto Princesa (Palawan).	Logs.....	Pieces.....	1, 100
Iloilo collection district:			
Loaded at—			
Pulupandan.....	Centrifugal sugar.....	Tons.....	70, 944
San Carlos.....	do.....	do.....	10, 380
Do.....	do.....	Kilos.....	2, 468, 886
Mangarin.....	do.....	Tons.....	4, 598
Romblon.....	Copra.....	Kilos.....	757, 928
Do.....	do.....	Tons.....	758
Cadiz.....	Lumber.....	Board feet.....	7, 986, 870
Do.....	do.....	Pieces.....	18, 405
Sumague (Mindoro).....	Lauan logs.....	Cubic meters.....	7, 642
Cebu collection district:			
Loaded at—			
Balite (Leyte).....	Bituminous limestone.....	Kilos.....	3, 020, 568
Zamboanga collection district:			
Loaded at—			
Davao.....	Hemp.....	do.....	19, 546, 828
Do.....	Copra.....	do.....	1, 546, 590
Do.....	Lumber.....	Board feet.....	7, 348, 337
Kolambugan.....	do.....	Pieces.....	155, 881
Naga-Naga.....	do.....	Board feet.....	819, 965
Port Banga.....	do.....	do.....	180, 043
Olutanga.....	do.....	do.....	134, 720

#### PRINCIPAL ARTICLES IMPORTED

In the order of their importance as to value, the ten principal articles imported by the islands during the year are as follows:

1. *Cotton and its manufactures.*—Twenty-six per cent of the total importations of the islands during the year consists of cotton and its manufactures, showing an increase of 6 per cent over similar importations in 1923. Importations per capita in 1903 and from 1920 to 1924 are as follows:

Year	Value	Per capita	Per capita of total imports	Percentage of increase (+) or decrease (−) over preceding year
1903.....	P10, 137, 576	P1. 33	15	-----
1920.....	69, 359, 858	6. 43	23	+584
1921.....	38, 859, 379	3. 52	17	−44
1922.....	47, 229, 720	4. 18	29	+21
1923.....	46, 270, 197	4. 00	26	−2
1924.....	49, 379, 481	4. 18	23	+6

The principal source of the islands' supply of cotton goods is the United States, 51 per cent of the total supply having been imported from that country. Japan and the United Kingdom come next, with China and Switzerland ranking fourth and fifth, respectively, as shown in the following table:

Imported from —	1924		1923	
	Value	Per cent	Value	Per cent
United States.....	P25,627,478	51.89	P27,192,066	58.78
Japan.....	9,362,060	18.86	8,117,363	17.55
United Kingdom.....	6,597,272	13.36	4,304,257	9.30
China.....	4,046,047	8.21	3,827,738	8.27
Switzerland.....	2,671,657	5.41	2,055,105	4.44
Germany.....	431,310	.87	232,135	.50
France.....	272,495	.55	132,342	.29
British East Indies.....	158,974	.32	156,933	.34
Spain.....	106,787	.22	85,401	.18
All other.....	105,371	.21	116,557	.25
Total.....	49,379,481	100.00	46,270,197	100.00

2. *Iron and steel and their manufactures.*—Twelve per cent of the total importations of the islands consists of iron and steel and their manufactures, showing an increase of 38 per cent over similar importations in 1923. Importations per capita in 1903 and from 1920 to 1924 are as follows:

Year	Value	Per capita	Per cent of total imports	Increase (+) or decrease (—) over preceding year
1903.....	P4,259,020	P0.56	6	Per cent
1920.....	44,431,543	4.12	15	+943
1921.....	43,529,059	3.94	19	—2
1922.....	15,208,761	1.35	9	—65
1923.....	17,392,001	1.51	10	+14
1924.....	24,094,119	2.04	12	+38

The largest portion of the imports of iron and steel and manufactures thereof, or 77 per cent, came from the United States. The following table shows the origin of these goods:

Imported from—	1924		1923	
	Value	Per cent	Value	Per cent
United States.....	P18,791,669	77.62	P13,988,903	80.43
Hawaii.....	1,456,953	6.05	143,668	.83
United Kingdom.....	1,280,256	5.32	1,222,906	7.03
Germany.....	1,132,602	4.70	811,736	4.66
Japan.....	519,118	2.15	635,702	3.65
Belgium.....	253,818	1.05	39,181	.23
Dutch East Indies.....	185,973	.77	176,053	1.01
Sweden.....	108,023	.45	8,637	.05
Hongkong.....	91,615	.38	26,475	.15
China.....	70,850	.29	149,575	.86
Other countries.....	293,242	1.22	189,165	1.10
Total.....	24,094,119	100.00	17,392,001	100.00

3. *Rice.*—Importations of this food staple during the year show an unprecedented increase of 149 per cent compared with the preceding year and constitute 8 per cent of our total importations. Importations per capita in 1903 and from 1920 to 1924 are as follows:

Year	Value	Per capita	Per cent of total imports	Increase (+) or decrease (-) over preceding year
				<i>Per cent</i>
1903.....	P25, 104, 764	P3. 29	37	-----
1920.....	16, 329, 770	1. 51	5	-35
1921.....	6, 649, 395	. 61	3	-59
1922.....	4, 604, 315	. 40	3	-31
1923.....	7, 412, 861	. 64	5	+60
1924.....	18, 525, 837	1. 57	8	+149

Almost all of the rice brought in came from the French East Indies, as usual. The whole quantity and value imported may be seen in the following table:

Imported from—	1924		1923	
	Quantity	Value	Quantity	Value
	<i>Kilos</i>		<i>Kilos</i>	
French East Indies.....	148, 379, 888	P18, 155, 970	64, 047, 627	P7, 105, 595
Siam.....	1, 268, 554	187, 181	1, 872, 331	247, 890
British East Indies.....	1, 434, 256	176, 689	513, 915	55, 228
Spain.....	16, 535	4, 057	8, 255	2, 648
Japan.....	9, 348	1, 908	6, 911	1, 500
United States.....	212	32	-----	-----
Total.....	151, 108, 793	18, 525, 837	66, 449, 039	7, 412, 861

4. *Mineral oils.*—Mineral oils imported constitute 8 per cent of our total importations during the year, showing an increase of 29 per cent over imports of the same kind in 1923. Importations per capita in 1903 and from 1920 to 1924 are as follows:

Year	Value	Per capita	Per cent of total imports	Increase (+) or decrease (-) over preceding year
				<i>Per cent</i>
1903.....	P1, 252, 384	P0. 16	2	-----
1920.....	18, 769, 463	1. 74	6	+1, 399
1921.....	22, 801, 533	2. 06	10	+21
1922.....	13, 347, 303	1. 18	8	-41
1923.....	13, 360, 632	1. 16	8	( <sup>1</sup> )
1924.....	17, 340, 039	1. 47	8	+29

<sup>1</sup> Less than one-half of 1 per cent.

The countries of origin and value from each are given in the following table:

Imported from—	1924		1923	
	Value	Per cent	Value	Per cent
United States.....	P13, 566, 937	78. 24	P9, 945, 281	74. 44
Dutch East Indies.....	3, 698, 761	21. 33	3, 394, 886	25. 41
United Kingdom.....	72, 087	. 42	19, 637	. 15
Other countries.....	2, 254	. 01	828	-----
Total.....	17, 340, 039	100. 00	13, 360, 362	100. 00



5. *Meat and dairy products.*—Four per cent of our total imports during the year consists of meat and dairy products, registering an increase of 14 per cent over similar imports in 1923. Importations per capita in 1903 and from 1920 to 1924 are as follows:

Year	Value	Per capita	Per cent of total imports	Increase(+) or decrease(−) over preceding year
				<i>Per cent</i>
1903.....	₧1,934,026	₧0.25	3	.....
1920.....	11,603,753	1.07	4	+500
1921.....	10,581,020	.96	5	−9
1922.....	8,548,054	.76	5	−19
1923.....	8,607,791	.74	5	(1)
1924.....	9,862,502	.83	4	+14

1 Less than one-half of 1 per cent.

The countries of origin and value from each are shown in the following table:

Imported from—	1924		1923	
	Value	Per cent	Value	Per cent
United States.....	₧5,224,671	52.98	₧4,095,930	47.58
Australia.....	1,823,389	18.49	1,816,935	21.11
China.....	1,634,115	16.57	1,491,442	17.33
Netherlands.....	294,286	2.98	235,353	2.73
New Zealand.....	237,683	2.41	79,657	.92
Switzerland.....	204,696	2.08	246,156	2.86
Canada.....	127,962	1.30	8,460	.10
Denmark.....	72,874	.74	76,432	.89
Spain.....	68,279	.69	38,179	.44
Norway.....	53,391	.54	243,814	2.83
Other countries.....	121,157	1.22	275,433	3.21
Total.....	9,862,502	100.00	8,607,791	100.00

6. *Wheat flour.*—Imports of wheat flour constitute 4 per cent of our total importations during the year, and show an increase of 14 per cent compared with the previous year. Importations per capita in 1903 and from 1920 to 1924 are as follows:

Year	Value	Per capita	Per cent of total imports	Increase (+) or decrease (−) over preceding year
				<i>Per cent</i>
1903.....	₧1,615,708	₧0.21	2	.....
1920.....	9,443,515	.87	3	+484
1921.....	7,017,174	.64	3	−26
1922.....	5,783,194	.51	4	−17
1923.....	6,995,754	.61	4	+20
1924.....	8,042,178	.68	4	+14

The countries of origin, and value from each, of wheat flour imported are as follows:

Imported from—	1924		1923	
	Quantity (kilos)	Value	Quantity (kilos)	Value
United States.....	51,493,515	P6,746,622	41,546,375	P5,613,636
Australia.....	10,321,155	1,221,160	10,665,781	1,339,286
Canada.....	530,432	71,167	356,746	41,081
China.....	17,492	2,403	5,500	786
British East Indies.....	3,409	750	4,293	929
Other countries.....	459	46	243	36
Total.....	62,366,462	8,042,178	52,578,938	6,995,754

7. *Automobiles, parts of, and tires for.*—Importations of this kind constitute 3 per cent of our total importations, showing an increase of 46 per cent compared with the previous year. Importations per capita from 1920 to 1924 are as follows, no data for 1903 being available:

Year	Value	Per capita	Per cent of total imports	Increase (+) or decrease (—) over preceding year
				<i>Per cent</i>
1920.....	P14,921,366	P1.38	5	-----
1921.....	9,645,260	.87	4	—35
1922.....	3,003,615	.27	2	—69
1923.....	4,434,151	.38	2	+47
1924.....	6,484,206	.55	3	+46

A total of 2,029 passenger cars have been imported, as compared with 1,336 in 1923, almost all of which have been imported from the United States. Motor trucks to the number of 684 have been imported, all from the United States.

8. *Paper and its manufactures.*—Imports of these articles constitute 3 per cent of our total importations and show an increase of 3 per cent compared with the previous year. Importations per capita in 1903 and from 1920 to 1924 are as follows:

Year	Value	Per capita	Per cent of total imports	Increase (+) or decrease (—) over preceding year
				<i>Per cent</i>
1903.....	P896,786	P0.12	1	-----
1920.....	7,205,348	.67	2	+703
1921.....	9,080,017	.82	4	+26
1922.....	4,919,748	.44	3	—45
1923.....	6,105,883	.53	3	+24
1924.....	6,304,187	.53	3	+3

The countries of origin and value from each are as follows:

Country	1924		1923	
	Value	Per cent	Value	Per cent
United States.....	P4,422,082	70.14	P4,744,638	77.71
Japan.....	346,577	5.50	358,790	5.88
France.....	333,732	5.29	218,062	3.57
Spain.....	253,911	4.03	256,048	4.19
Germany.....	197,685	3.14	144,123	2.36
Austria.....	187,127	2.97	38,205	.62
China.....	176,861	2.80	162,063	2.66
United Kingdom.....	111,385	1.77	45,802	.75
Netherlands.....	84,384	1.34	17,663	.29
Sweden.....	66,632	1.06	45,910	.75
Belgium.....	44,901	.71	39,918	.65
Norway.....	40,781	.65	.....	.....
Other countries.....	38,129	.60	34,661	.57
Total.....	6,304,187	100.00	6,105,883	100.00

9. *Coal*.—Of the 10 largest imports of the islands during the year, coal is the only one that registered a decrease compared with the preceding year, the decrease being 8 per cent. Importations per capita in 1903 and from 1920 to 1924 are as follows:

Year	Value	Per capita	Per cent of total imports	Increase (+) or decrease (—) over preceding year
				<i>Per cent</i>
1903.....	P1,236,156	P0.16	2	.....
1920.....	10,792,077	1.00	4	+773
1921.....	6,987,004	.63	3	—35
1922.....	5,009,362	.44	4	—28
1923.....	4,997,302	.43	3	( <sup>1</sup> )
1924.....	4,581,515	.39	2	—8

<sup>1</sup> Less than one-half of 1 per cent.

The countries of origin and quantity and value from each are as follows:

Imported from—	1924		1923	
	Kilos	Value	Kilos	Value
Australia.....	138,349,237	P1,295,988	88,702,248	P1,023,392
Japan.....	125,499,559	1,209,491	119,086,588	1,435,443
Japanese-China.....	101,962,280	1,020,504	141,692,048	1,577,152
United States.....	30,721,387	378,809	8,473,621	130,107
French East Indies.....	47,177,960	280,276	63,627,872	362,638
China.....	19,176,838	179,804	33,771,897	295,513
Other countries.....	16,811,040	216,643	9,931,470	173,057
Total.....	479,698,301	4,581,515	465,285,744	4,997,302

10. *Silk and its manufactures.*—These articles constitute 2 per cent of our total importation and show an increase of 34 per cent compared with the preceding year. Importations per capita in 1903 and from 1920 to 1924 are as follows:

Year	Value	Per capita	Per cent of total imports	Increase (+) or decrease (—) over preceding year
				<i>Per cent</i>
1903.....	P1,069,636	P0.14	2	-----
1920.....	6,036,511	.56	3	+464
1921.....	3,721,538	.34	2	-38
1922.....	3,117,454	.28	2	-16
1923.....	3,257,122	.28	2	+4
1924.....	4,371,446	.37	2	+34

The countries of origin of these goods and value from each are as follows:

Country	1924		1923	
	Value	Per cent	Value	Per cent
United States.....	P1,907,989	43.65	P1,373,956	42.18
China.....	1,138,254	26.04	906,081	27.82
Japan.....	530,211	12.13	542,859	16.67
United Kingdom.....	259,136	5.93	138,914	4.27
France.....	174,917	4.00	51,610	1.58
Germany.....	168,155	3.85	65,285	2.00
Switzerland.....	149,647	3.42	137,738	4.23
Spain.....	32,520	.74	30,056	.92
Other countries.....	10,617	.24	10,623	.33
Total.....	4,371,446	100.00	3,257,122	100.00

*Other imports.*—Other imported articles than the 10 principal ones above mentioned have a total value of P67,036,072, showing an increase of 19 per cent compared with the value of all goods imported in 1923, excluding the 10 principal ones for that year.

#### PRINCIPAL ARTICLES EXPORTED

In the order of their importance as to value the 10 principal local products exported during the year are as follows:

1. *Sugar.*—The value of sugar exported during the year reached P83,736,173 as compared with P69,038,246 in 1923, or an increase of 21 per cent. It is the largest item of our exportations, constituting 31 per cent thereof.

Exportations per capita in 1903 and from 1920 to 1924 are as follows:

Year	Value	Per capita	Per cent of total exports	Increase (+) or decrease (—) over preceding year
				<i>Per cent</i>
1903.....	P6,650,468	P0.87	10	-----
1920.....	99,238,520	9.19	33	+1,392
1921.....	51,037,454	4.62	29	-49
1922.....	51,165,110	4.53	27	( <sup>1</sup> )
1923.....	69,038,246	5.97	29	+34
1924.....	83,736,173	7.08	31	+21

<sup>1</sup> Less than one-half of 1 per cent.

Almost all of our centrifugal and refined sugar went to the United States, while the largest portions of the muscovado were distributed among China, Hongkong, and Japan, the United States having consumed only about 96 tons of muscovado sugar.

The following table shows the distribution of our sugar:

Exported to—	1924		1923	
	Kilos	Value	Kilos	Value
<b>CENTRIFUGAL</b>				
United States.....	296,241,769	₹73,570,475	226,165,278	₹59,761,352
Other countries.....	544	146	4,614	1,800
Total.....	296,242,313	73,570,621	226,169,892	59,763,152
<b>REFINED</b>				
United States.....	4,528,946	1,393,789	837,132	271,327
Other countries.....	1,979	760	14,330	5,780
Total.....	4,530,925	1,394,549	851,462	277,107
<b>MUSCOVADO</b>				
China.....	26,096,555	3,747,565	2,429,812	416,711
Hongkong.....	17,623,030	2,652,608	15,180,379	2,416,596
Japan.....	13,188,735	2,342,640	23,751,518	5,433,023
United States.....	96,598	17,237	3,552,427	721,622
Other countries.....	52,162	10,953	47,498	10,035
Total.....	57,057,080	8,771,003	44,961,634	8,997,987

2. *Hemp*.—The second largest item of our exports is hemp, the value of the shipment sent abroad during the year being ₹59,900,916, as compared with ₹49,903,150 in 1923, or an increase of 20 per cent, and represents 22 per cent of our total exports. Exportations per capita in 1903 and from 1920 to 1924 are as follows:

Year	Value	Per capita	Per cent of total exports	Increase (+) or decrease (—) over preceding year
				Per cent
1903.....	₹44,001,176	₹5.76	68	-----
1920.....	71,724,000	6.64	24	+63
1921.....	25,969,385	2.35	15	-64
1922.....	39,081,829	3.46	20	+50
1923.....	49,903,150	4.32	21	+27
1924.....	59,900,916	5.07	22	+20

About one-half of our hemp exports went to the United States, 23 per cent to the United Kingdom, and 11 per cent to Japan. The destination of the balance is shown in the following table:

Exported to—	1924		1923	
	Value	Per cent	Value	Per cent
United States.....	₹30,534,475	5.98	₹25,270,622	50.64
United Kingdom.....	14,215,252	23.73	10,529,522	21.10
Japan.....	6,872,193	11.47	7,813,836	15.66
France.....	1,681,905	2.81	1,287,361	2.58
Germany.....	1,018,600	1.70	742,092	1.49
Belgium.....	1,010,991	1.69	988,837	1.98
Australia.....	851,302	1.42	839,284	1.68
Netherlands.....	793,325	1.33	715,324	1.44
Spain.....	697,787	1.16	368,683	.74
Canada.....	579,024	.96	162,023	.32
Italy.....	483,982	.81	205,220	.41
Hongkong.....	365,500	.61	325,380	.65
British East Indies.....	328,243	.55	287,901	.58
Other countries.....	468,337	.78	367,065	.73
Total.....	59,900,916	100.00	49,903,150	100.00

3. *Coconut oil*.—The value of coconut oil exported during the year reached ₱37,622,061, as against ₱28,133,164 in 1923, or an increase of 34 per cent. Exportations per capita in 1903 and from 1920 to 1924 are as follows:

Year	Value	Per capita	Per cent of total exports	Increase (+) or decrease (−) over preceding year
				Per cent
1903.....	₱162			
1920.....	46,537,773	₱4.31	15	
1921.....	32,103,036	2.91	18	−31
1922.....	31,468,971	2.79	16	−2
1923.....	28,133,164	2.43	10	−10
1924.....	37,622,061	3.18	14	+34

Almost all of our coconut oil exports went to the United States, 99 per cent thereof having been sent to the markets of that country, as shown in the following table:

Exported to—	1924		1923	
	Value	Per cent	Value	Per cent
United States.....	₱37,256,811	99.03	₱26,750,793	95.09
China.....	205,861	.54	109,984	.39
Japan.....	149,007	.40	54,063	.19
Hongkong.....	8,600	.03	500	
United Kingdom.....			1,217,824	4.33
Other countries.....	1,782			
Total.....	37,622,061	100.00	28,133,164	100.00

4. *Copra*.—Copra exports during the year registered a decrease of 20 per cent, from ₱38,493,998 in 1923 to ₱30,703,764 in 1924. Exportations per capita in 1903 and from 1920 to 1924 are as follows:

Year	Value	Per capita	Per cent of total exports	Increase (+) or decrease (−) over preceding year
				Per cent
1903.....	₱7,639,586	₱1.00	12	
1920.....	7,433,741	.84	2	−3
1921.....	26,146,913	2.37	15	+252
1922.....	28,206,146	2.49	15	+7
1923.....	38,493,998	3.33	16	+36
1924.....	30,703,764	2.60	11	−20

The largest portion of copra exports went to the United States, while the balance was distributed among other countries as shown in the following table:

Exported to—	1924		1923	
	Value	Per cent	Value	Per cent
United States.....	₱20,996,330	68.38	₱23,979,863	62.30
Spain.....	3,012,756	9.82	3,119,601	8.10
United Kingdom.....	2,321,809	7.56	1,899,955	4.93
Germany.....	1,744,051	5.68	2,203,194	5.72
France.....	1,568,272	5.11	3,173,941	8.25
Netherlands.....	857,053	2.79	3,678,947	9.56
Other countries.....	203,493	.66	438,497	1.14
Total.....	30,703,764	100.00	38,493,998	100.00

5. *Tobacco products*.—A decrease of 6 per cent has been registered in the exportations of these domestic products. The value exported during the year is ₱19,725,718, whereas during the preceding year it amounted to ₱21,034,893. Exportations per capita in 1903 and from 1920 to 1924 are as follows:

Year	Value	Per capita	Per cent of total exports	Increase (+) or decrease (−) over preceding year
				<i>Per cent</i>
1903.....	₱3,893,750	₱0.51	6	-----
1920.....	39,854,782	3.69	13	+92
1921.....	16,564,434	1.50	9	−58
1922.....	17,340,236	1.53	9	+4
1923.....	21,034,893	1.82	9	+21
1924.....	19,725,718	1.67	8	−6

The destinations of tobacco products are shown in the following table:

Exported to—	1924		1923	
	Value	Per cent	Value	Per cent
United States.....	₱9,141,110	46.34	₱10,726,800	51.00
Spain.....	5,138,933	26.06	6,192,853	29.44
Netherlands.....	891,425	4.52	172,378	.82
China.....	827,187	4.19	709,830	3.38
Japan.....	756,404	3.83	179,771	.86
Belgium.....	562,205	2.85	364,853	1.73
Hawaii.....	548,037	2.78	433,726	2.06
Italy.....	359,435	1.82	300,000	1.43
Hongkong.....	284,032	1.44	322,698	1.54
British East Indies.....	225,370	1.15	180,408	.86
France.....	211,389	1.07	276,730	1.32
Australia.....	142,702	.72	152,769	.73
Other countries.....	637,489	3.23	1,022,027	4.83
Total.....	19,725,718	100.00	21,034,893	100.00

6. *Embroideries*.—Exports of embroideries during the year show a decrease from ₱12,746,529 in 1923 to ₱9,377,943 in 1924, the reduction being 26 per cent. No exportations of these products in 1903 are recorded. Per capita exportations from 1920 to 1924 are as follows:

Year	Value	Per capita	Per cent of total exports	Increase (+) or decrease (−) over preceding year
				<i>Per cent</i>
1920.....	₱15,623,567	₱1.45	5	-----
1921.....	10,696,207	.97	6	−31
1922.....	6,514,597	.58	3	−39
1923.....	12,746,529	1.10	6	+95
1924.....	9,377,943	.79	3	−26

Almost all of the locally manufactured embroideries were exported to the United States, the portion exported to other countries being negligible, as shown below:

Country	1924		1923	
	Value	Per cent	Value	Per cent
United States.....	₱9,355,837	99.77	₱12,726,454	99.84
Hawaii.....	21,962	.23	14,129	.11
Other countries.....	144	-----	5,946	.05
Total.....	9,377,943	100.00	12,746,529	100.00

7. *Maguey*.—The value of maguey exported during the year is ₱5,845,278, as compared with ₱4,182,086 in 1923, or an increase of 39 per cent. None was exported in 1903. Per capita exportations from 1920 to 1924 are as follows:

Year	Value	Per capita	Per cent of total exports	Increase (+) or decrease (—) over preceding year
				<i>Per cent</i>
1920.....	₱2,737,844	₱0.25	1	1
1921.....	1,848,794	.17	1	—32
1922.....	2,973,203	.26	2	+60
1923.....	4,182,086	.36	2	+40
1924.....	5,845,278	.49	2	+39

The destinations of our maguey exports are shown in the following table:

Country	1924		1923	
	Value	Per cent	Value	Per cent
United Kingdom.....	₱1,368,673	23.41	₱766,616	18.33
Japan.....	1,159,475	19.84	1,068,605	25.55
Netherlands.....	796,043	13.62	317,577	7.59
Belgium.....	737,912	12.62	535,100	12.80
United States.....	695,225	11.89	759,442	18.15
Germany.....	458,641	7.85	260,323	6.22
France.....	308,775	5.28	315,089	7.53
Italy.....	129,606	2.22	44,283	1.06
Other countries.....	190,928	3.27	115,051	2.77
Total.....	5,845,278	100.00	4,182,086	100.00

8. *Lumber*.—The value of lumber exported during the year is ₱4,060,370, an increase of 31 per cent over that exported in 1923, which amounted to ₱3,077,507. Per capita exportations from 1903 and from 1920 to 1924 are as follows:

Year	Value	Per capita	Per cent of total exports	Increase (+) or decrease (—) over preceding year
				<i>Per cent</i>
1903.....	₱67,986	₱0.01	(1)	1
1920.....	1,830,583	.17	1	+2,298
1921.....	1,575,124	.14	1	—14
1922.....	1,667,140	.15	1	(1)
1923.....	3,077,507	.27	1	+84
1924.....	4,060,370	.34	2	+31

<sup>1</sup> Less than one-half of 1 per cent.

More than one-half of our lumber sent abroad went to the United States. The rest went to the countries shown below:

Exported to—	1924		1923	
	Value	Per cent	Value	Per cent
United States.....	₱2,192,569	54.00	₱1,723,521	56.00
Japan.....	608,665	14.99	306,377	10.05
China.....	543,188	13.38	497,998	16.18
United Kingdom.....	410,020	10.10	210,621	6.84
Australia.....	281,604	6.94	257,594	8.37
Other countries.....	24,315	.59	78,396	2.56
Total.....	4,060,370	100.00	3,077,507	100.00



Of the different kinds of lumber exported, lauan has the most demand in foreign markets. There is a total of 81,436 cubic meters sent abroad, valued at ₱2,573,656, of which the United States obtained 37,239 cubic meters, valued at ₱1,352,254. Japan and China also made heavy demands for this kind of lumber, there having been sent to those countries a total of 35,125 cubic meters, valued at ₱951,068. Australia and the United Kingdom also obtained more than ₱100,000 worth of lauan lumber.

9. *Copra cake and meal*.—The value of these local products exported during the year ₱3,426,674, showing a large increase of 90 per cent compared with ₱1,798,548 worth of similar exports in 1923. Per capita exportations from 1920 to 1924 are as follows, no data for 1903 being available.

Year	Value	Per capita	Per cent of total exports	Increase (+) or decrease (—) over preceding year
				<i>Per cent</i>
1920.....	₱2,393,122	₱0.22	1	-----
1921.....	1,208,930	.11	1	-49
1922.....	2,435,290	.22	2	+101
1923.....	1,798,548	.16	1	-26
1924.....	3,426,674	.29	1	+90

Germany is the greatest consumer of our copra cake and meal, followed by the United States, 57 per cent of the whole shipment having been sent to the former and 38 per cent to the latter. The destinations of the rest are shown in the following table:

Exported to—	1924		1923	
	Value	Per cent	Value	Per cent
Germany.....	₱1,983,411	57.88	₱478,438	26.60
United States.....	1,330,762	38.84	1,179,055	65.56
Belgium.....	29,724	.87	30,280	1.68
Spain.....	23,409	.68	2,458	.14
United Kingdom.....	20,000	.59	44,602	2.48
Hongkong.....	16,522	.48	16,937	.94
Netherlands.....	11,620	.34	9,976	.56
Other countries.....	11,226	.32	36,802	2.04
Total.....	3,426,674	100.00	1,798,548	100.00

10. *Hats*.—There has been a great deal of activity in hat exportations during the year, the value of the shipment to foreign markets being ₱2,452,960 as compared with ₱1,258,464 in 1923, or an increase of 94 per cent. Per capita exportations from 1920 to 1924 are as follows, none having been registered in 1903:

Year	Value	Per capita	Per cent of total exports	Increase (+) or decrease (—) over preceding year
				<i>Per cent</i>
1920.....	₱1,529,596	₱0.14	1	-----
1921.....	608,724	.06	(1)	-60
1922.....	950,788	.08	(1)	+56
1923.....	1,258,464	.11	1	+32
1924.....	2,452,960	.21	1	+94

<sup>1</sup> Less than one-half of 1 per cent.

The largest portion of exportations of hats went to the United States, the rest to other countries, as follows:

Exported to—	1924		1923	
	Value	Per cent	Value	Per cent
United States.....	₱1,194,303	48.69	₱942,462	74.89
France.....	709,340	28.92	195,057	15.50
United Kingdom.....	295,511	12.04	58,123	4.62
Italy.....	214,168	8.73	18,545	1.48
Germany.....	15,850	.65	3,744	.29
Other countries.....	23,788	.97	40,533	3.22
Total.....	2,452,960	100.00	1,258,464	100.00

Of the different kinds of hats exported, the buntal class seems to have the greatest demand outside, the value of the total shipment sent abroad being ₱2,258,604 and totaled 580,085 pieces. Of this number 302,879 pieces were sent to the United States, valued at ₱1,146,714. France obtained the second largest portion, or 146,369 pieces, valued at ₱621,986. To the United Kingdom were sent 77,558 pieces, valued at ₱292,465, while to Italy the shipment totaled 47,876 pieces, valued at ₱180,898, and to Germany 3,580 pieces, valued at ₱12,500.

The classes of hats exported are shown in the following table:

*Kinds of Philippine-made hats exported*

Kind	1924		1923	
	Number	Value	Number	Value
Buntal.....	580,085	₱2,258,604	374,301	₱1,158,850
Bamboo.....	94,688	125,606	5,216	6,062
Hemp.....	40,338	58,168	37,865	73,025
Straw.....	3,504	3,474	5,153	9,892
Buri.....	2,412	1,863	86,774	7,226
Cotton.....	877	1,755	474	1,069
Arayat.....	11,625	1,700	16,638	1,351
Not specified.....	783	1,790	667	989
Total.....	734,312	2,452,960	527,088	1,258,464

*Other exports.*—There has been a total of 151,454 ounces of gold bullion exported, valued at ₱3,448,945, all of which were shipped to the United States. United States gold coins to the value of ₱1,580,000 were also exported, all to Hongkong.

The value of all other products than the 10 principal ones hereinabove mentioned totaled ₱13,837,468, a general increase of 17 per cent compared with all exports in 1923 exclusive of the 10 principal ones for that year.

DOCUMENTATION AND LICENSING OF VESSELS

A total of 270 vessels, with an aggregate net tonnage of 5,097.58, were newly documented for the port of Manila for the coastwise trade and the bay and river traffic, as compared with 433 vessels in 1923, with an aggregate net tonnage of 10,815.19. Out of these 270 vessels so documented 12 steam vessels, with an aggregate net tonnage of 447.30, and 102 sailing vessels, with an aggregate net tonnage of 1,663.75, are for the coastwise trade, and 154 vessels, with an aggregate net tonnage of 1,729.10, are for the bay and river traffic. Two steam vessels, with an aggregate net tonnage of 1,257.43, which are not yet licensed to engage in the coastwise trade, are also included.

Licenses were issued in the port of Manila to 2,643 vessels, with an aggregate net tonnage of 85,629.16. Of these vessels so licensed, 167 were coastwise steam vessels, having an aggregate net tonnage of 27,850.82; 728 are coastwise sailing vessels, having an aggregate net tonnage of 22,216.22; 1,748 are vessels for the bay and river traffic, having an aggregate net tonnage of 35,762.12.

The amount of ₱99,754.58 was collected from the licenses thus issued, as compared with ₱105,350.33 collected in 1923 from the same source, or a decrease of ₱5,595.75. This decrease was due to the wreck and noncommission of many vessels during the year.

#### INSPECTION OF VESSELS

In accordance with the requirements of navigation and steamboat inspection service, a total of 323 vessels (including motor boats) were inspected during the year, with an aggregate net tonnage of 30,715.19, as compared with 320 vessels inspected in 1923, with an aggregate net tonnage of 43,580.57. Of the number so inspected, 212 were steamers, having an aggregate net tonnage of 25,855.53, while 111 were motors, barges, and sailing vessels, having an aggregate net tonnage of 4,859.66. There were a total of 107 vessels admeasured, with an aggregate net tonnage of 5,346.39. Pending issuance thereto of the required certificates of inspection, there were issued during the year 142 special permits allowing vessels to operate in the coastwise trade, bay and river traffic, and waters of any ocean.

#### MARINE OFFICERS

A total of 83 persons took examination for the different grades of marine officers, among whom was an American. Of the number examined, 56 passed and 27 failed, the American being among the successful candidates, as he qualified in the minor patron examination.

The different grades of examination were: Master, 6 examined and all failed; chief mate, 4 passed and 4 failed; second mate, 13 passed and 8 failed; third mate, 14 passed and 4 failed; chief engineer, none examined; second engineer, 1 passed and 1 failed; third engineer, 1 examined and passed; fourth engineer, 3 passed and 4 failed; major patron, 2 examined and both passed; minor patron, 18 examined and all passed.

#### CONSULAR SERVICE

Throughout the year under review, there were discharged from American vessels at the port of Manila, 1,402 seamen, as compared with 1,083 seamen paid off during 1923. This total consists of 394 Americans, 989 Filipinos, 18 Malaysians, and 1 Japanese. Of the 394 American seamen discharged, only 48 were granted consular relief. All these relieved seamen were shipped out of the country as members of the crew of American vessels, with the exception of 26, who were repatriated to the United States at the expense of the United States Government.

During the year, 1,373 seamen obtained employment on American vessels, of which 492 were Americans, 859 Filipinos, 18 Malayan, and 4 Chinese. The shipment of a greater number of Filipinos than Americans is attributable to the fact that a great many American masters prefer and insist to engage in their vessels Filipinos instead of Americans. This practice usually results in the delay of shipment of American seamen under relief, and the cause of expenses for repatriation of such seamen to the United States as consular passengers. Efforts are being made, however, to leave vacancies open to Americans in preference to Filipinos, with the purpose in view of saving expenses to the Government of the United States.

There were 178 consular invoices and 369 invoices of returned American goods issued by this office during 1924, as compared with 188 consular invoices and 374 invoices of returned American goods in 1923.

#### IMMIGRATION AND EMIGRATION

There was a remarkable increase in the movement of passengers during the year as compared with that of the preceding year. A total of 26 090 persons arrived in, and 33,744 departed, from the Philippine Islands, exclusive of the enlisted men and others attached to the military and naval forces of the United States. The increase is chiefly due to a greater number of Filipinos who sailed for the United States.

Of those arriving in the Philippine Islands 4,093 were citizens of the United States, 2,141 of whom came from the continental United States and 1,952 from other countries. A number of Filipinos returned from abroad, of whom 2,513 came from the continental United States and Hawaii and 3,390 from other countries. The aliens arriving from the United States were 108, and from other countries, 6,609 immigrant and 9,348 nonimmigrant. Of these arriving immigrant

aliens, 5,265 were Chinese, 703 Japanese, and other nationalities in small numbers, while of the arriving nonimmigrant aliens 8,106 were Chinese, 404 English, 229 Japanese, and 137 Spaniards.

Of the persons departing from the islands 4,177 were citizens of the United States, 2,362 of whom were bound for the continental United States, and 1,815 for other countries. Filipinos numbering 12,248 left for the continental United States and Hawaii and 2,052 for other countries. The number of aliens leaving the islands for the continental United States was 173, and 1,008 emigrant and 14,069 nonemigrant aliens for other countries. Of these emigrant aliens 448 were Japanese, and of the nonemigrant aliens 12,438 were Chinese, 520 Japanese, 483 English, and 161 Spaniards.

A total of 625 aliens were debarred from admission into the country during the year, of whom 580 were Chinese, 18 East Indians, and 12 Russians.

#### PROTESTS AND APPEALS

There were lodged with the insular collector of customs in Manila during the year 1,199 protests against the classification and appraisal of imported merchandise, collection of customs duties, internal-revenue taxes, wharfage dues, storage charges, etc., under the provisions of section 1370 of the Administrative Code. Of this number 973 were against the assessment of wharfage dues and 226 against customs duties and internal-revenue taxes on supplies and materials imported by, or for the account of, the Manila Railroad Co. Eighty protests were overruled and denied, 12 sustained, and 1,107 were pending decision at the close of the year which, together with 717 of the previous years, make a total of 1,824 protests undecided. Most of the undecided protests are against the assessment and collection of wharfage dues, action on which is being withheld pending final decision on the test case by the Supreme Court of the United States. Of those overruled and denied two were taken to the court of first instance on appeal. Similar protests were filed with the collectors of customs at other ports of entry, 64 of which were acted upon and sent to this office either on appeal or for review, 57 thereof being against the assessment of wharfage dues, and 7 against collection of customs duties. Of the decision of said collectors 4 were affirmed and 60 were pending at the close of the year for the same reason as above stated.

#### GOVERNMENT PIERS

On July 7, 1924, one-half of pier No. 7 was inaugurated, two boats of the *President* type having been berthed on both sides of the pier. The partial opening of this new pier brought much relief to congestion of cargo common in previous years in this port, and amply facilitated their handling due to the most up-to-date handling devices with which the new pier is equipped.

Of the 1,347,212 tons of cargo brought in to the port of Manila by foreign vessels, it is estimated that about 600,000 tons were discharged on all the piers, as against 550,000 tons recorded in 1923. A total of 535 vessels took berth on all the piers, as compared with 492 during the previous year.

#### SECRET SERVICE

The work of prosecuting violators of the customs, opium, and immigration laws has been vigorously conducted during the year. This work is very delicate in nature and must depend on the honesty of the men in charge of its execution. There has been a total of 24 members of the force dropped from the service, the majority of whom for dishonest conduct.

There were 100 cases in the port of Manila alone with which the secret service force had to confront, among which were 23 for violation of the opium law and 56 for violation of the immigration law; and out of the former, 16 convictions were secured, 3 dismissed, and 4 pending at the close of the year, while the parties in all of the latter were convicted. The penalty imposed on all of the 100 cases totaled 22 years 6 months and 23 days imprisonment, with a total fine of ₱7,798.50.

Among the articles seized during the year for violation of the customs and opium laws were 16,710 pieces of Chinese playing cards, 78,262 kilograms of prepared opium, 4 pistols, and 100 rounds of ammunition.

## PERSONNEL

At the close of the year there were 824 persons in the customs service, of whom 2 are Americans, both in the classified service; 2 Chinese, both in the unclassified service acting as interpreters; and the rest are Filipinos. Of the 820 Filipinos, 452 are in the classified service and 272 in the unclassified service, 6 of the latter being non-Christian Filipinos serving in the southern collection districts.

## PORTS OF ENTRY

The collection for the ports of Cebu, Iloilo, Jolo, and Zamboanga are given at the beginning of this report. The foreign commerce of these ports are as follows:

*Port of Cebu.*—The total foreign trade of this port reached ₱63,055,518, of which ₱12,370,508 represents the value of the imports and ₱50,685,010 that of the exports, as compared with ₱56,114,767 in 1923, ₱969,641,100 of which being the value of the imports and ₱46,473,667 that of the exports. The balance of the trade is therefore in favor of this port amounting to ₱38,314,502. Rice and illuminating oil constitute the principal articles imported in this port, valued at ₱6,160,145 and ₱1,528,791, respectively, while hemp and copra constitute the chief exports, valued at ₱17,856,217 and ₱16,633,992, respectively.

*Port of Iloilo.*—The total foreign trade of this port during the year is ₱75,014,965, of which ₱14,186,704 represents the value of the imports and ₱60,828,261 that of the exports, as compared with ₱53,325,302 in 1923, of which ₱4,790,402 represents the value of the imports and ₱48,534,900 that of the exports. The trade balance is therefore in favor of this port amounting to ₱46,641,557. The principal articles imported in this port were iron and steel products, including machinery and agricultural implements, valued at ₱3,401,943, and fertilizers, valued at ₱2,666,532. The chief exports were sugar and copra. Centrifugal sugar to the value of ₱52,476,457 was exported, while the value of raw sugar sent abroad was ₱4,329,095. Copra to the value of ₱2,465,710 was also exported.

*Port of Jolo.*—This is the only port which registered an unfavorable trade balance during the year. The value of the foreign trade of this port was ₱1,289,069, of which ₱850,431 represents the value of goods imported and ₱438,638 that of the exports, as compared with ₱1,189,059 in 1923, ₱688,002 of which being the value of the imports and ₱501,057 that of the exports. Cotton goods and rice were the principal articles imported in this port, valued at ₱310,651 and ₱168,236, respectively. The chief exports were unmanufactured shells and copra, the former being valued at ₱181,955 and the latter ₱122,999.

*Port of Zamboanga.*—The total foreign trade of this port during the year amounted to ₱15,413,044, of which ₱1,952,926 represents the value of the imports and ₱13,460,118 that of the exports, as compared with ₱8,467,725 in 1923, of which ₱1,204,508 represents the value of the imports and ₱7,263,217 that of the exports. There is therefore a big trade balance in favor of the port amounting to ₱11,507,192. Cotton goods and illuminating oil were the principal articles imported in this port, the value being ₱408,739 and ₱357,035, respectively. Hemp and copra were the chief products exported from this port, the value of the former being ₱9,010,889 and ₱2,889,348, respectively.

*A new port of entry.*—Provision has been made by the last legislature for the opening of a new port of entry in the Bicol region, to be established either at Legaspi or Tabaco. The law has, however, left in the hands of the insular collector of customs the determination as to which of these two ports shall be opened. Strong elements in both ports are canvassing for the opening of their port in preference to the other, arguments having been filed with the insular collector of customs in support of each port. That official, however, has up to the present time not selected the port which shall be opened, as it is claimed that the funds appropriated by the legislature are inadequate. It is expected that the insular collector of customs will select one of these ports as a port of entry in the event that the next legislature deem it convenient to increase the funds allotted therefor to an extent such as will in his opinion be sufficient to establish the service proposed.

## BUREAU OF INTERNAL REVENUE

## COLLECTIONS

According to sources, the collections made by the bureau of internal revenue for the years 1923 and 1924 were as follows:

Item	1923	1924
<b>Excise tax:</b>		
<b>Domestic—</b>		
Distilled spirits.....	P3, 433, 275. 45	P3, 928, 481. 74
Fermented liquors.....	273, 300. 00	303, 400. 00
Manufactured tobacco.....	303, 456. 57	358, 331. 93
Cigars.....	245, 618. 18	262, 370. 90
Cigarettes.....	5, 320, 596. 07	5, 547, 657. 38
Matches.....	32, 188. 67	6, 664. 00
Wines and imitations.....	146, 746. 03	181, 679. 42
Playing cards.....		17. 10
Cinematographic films.....	843. 62	415. 66
Total.....	9, 756, 023. 59	10, 589, 018. 13
Coal and coke.....	35, 143. 15	10, 042. 61
Total excise taxes, domestic.....	9, 791, 166. 74	10, 599, 060. 74
<b>Imported—</b>		
Distilled spirits.....	286, 959. 43	274, 440. 09
Fermented liquors.....	19, 203. 76	47, 500. 65
Manufactured tobacco.....	193, 705. 58	188, 059. 03
Cigars.....	22. 53	10. 41
Cigarettes.....	300, 136. 69	300, 077. 99
Matches.....	355, 106. 95	432, 127. 34
Wines and imitations.....	95, 511. 22	108, 975. 08
Skimmed milk.....	5. 40	1, 408. 26
Playing cards.....	147, 595. 78	224, 258. 23
Cinematographic films.....	37, 017. 49	40, 051. 22
Total.....	1, 435, 264. 83	1, 616, 908. 30
Kerosene or petroleum.....	809, 962. 71	903, 472. 02
Naphtha, gasoline, and all lighter products of distillation.....	879, 464. 34	1, 116, 279. 22
Lubricating oils.....	202, 161. 85	236, 084. 78
Total.....	1, 891, 588. 90	2, 255, 836. 02
Medicinal preparation containing prohibited drugs.....	39. 28	38. 73
Coal and coke.....	189, 288. 98	200, 129. 97
Total excise taxes, imported.....	3, 516, 181. 99	4, 072, 913. 02
Total excise taxes, domestic and imported.....	13, 307, 348. 73	14, 671, 973. 76
<b>License, business, and occupation taxes:</b>		
Brewers.....	2, 150. 00	3, 085. 00
Distillers.....	19, 581. 00	20, 274. 73
Rectifiers.....	9, 625. 00	20, 228. 00
Retail liquor dealers.....	33, 621. 50	37, 750. 18
Retail vino dealers.....	181, 608. 58	199, 693. 20
Wholesale liquor dealers.....	104, 828. 00	106, 262. 00
Retail dealers in fermented liquors.....	34, 599. 88	35, 815. 66
Retail dealers in tuba, bassi, tapuy, etc.....	269, 940. 90	267, 743. 38
Wholesale dealers in fermented liquors.....	21, 355. 00	22, 947. 50
Dealers in manufactured tobacco.....	293, 948. 08	305, 407. 66
Manufacturers of chewing and smoking tobacco.....	1, 156. 25	1, 005. 00
Manufacturers of cigars and cigarettes.....	2, 717. 60	2, 458. 20
Wholesale peddlers of tobacco products.....	5, 980. 00	7, 120. 30
Wholesale peddlers of alcoholic products.....	7, 872. 50	7, 650. 00
Retail peddlers of tobacco products.....	5, 021. 00	5, 217. 12
Retail peddlers of alcoholic products.....	1, 593. 90	1, 647. 00
Retail leaf tobacco dealers.....	135, 674. 50	136, 536. 17
Repackers of distilled spirits and wines.....	6, 060. 00	7, 615. 00
Total.....	1, 137, 243. 69	1, 188, 456. 10
Merchants and manufacturers (1 per cent).....	10, 294, 333. 14	10, 759, 147. 25
Printers and publishers.....	27, 996. 16	30, 807. 87
Common carriers.....	150, 431. 67	151, 843. 32
Contractors, warehousemen, and others.....	515, 506. 84	729, 274. 79
Peddlers of merchandise (1 per cent).....	519, 068. 98	589, 465. 09
Merchants, manufacturers, and peddlers of merchandise (one-half of 1 per cent, Act No. 3065).....	3, 070, 570. 23	5, 449, 059. 63
Total.....	14, 577, 907. 02	17, 709, 597. 95

Item	1923	1924
<b>License, business, and occupation taxes—Continued.</b>		
Commercial brokers.....	P139,811.60	P132,849.08
Stock brokers.....	17,080.95	17,058.04
Real estate brokers.....	26,024.58	17,768.57
Customs and immigration brokers.....	2,680.00	2,820.00
Pawnbrokers.....	23,110.00	21,420.00
Theaters, museums, and concert halls.....	30,553.50	30,372.50
Circuses.....	800.00	990.00
Billiard rooms.....	19,832.51	22,766.55
Lawyers, medical practitioners, architects, land surveyors, engineers, and public accountants.....	105,960.59	111,595.30
Chiropodists, manicurists, tattooers, and masseurs.....	1,828.75	1,934.75
Pharmacists and farriers.....	19,812.50	21,012.50
Racetracks.....	8,730.00	8,305.00
Sparring or boxing exhibitions.....	10,757.50	5,710.00
Cockpits.....	654,798.43	658,776.47
Cockfights.....	123,574.88	125,972.94
Opticians and dental surgeons.....	14,753.50	15,312.00
Midwives and cirujanos ministrantes in medicines and dentistry.....	2,632.39	2,376.26
Procuradores judiciales, business agents, insurance agents, and subagents.....	24,906.06	24,887.50
Photographers, engravers, and professional appraisers or connoisseurs of tobacco, etc.....	15,716.06	16,482.50
Veterinarians.....	180.00	200.00
Money lenders.....	27,317.50	27,283.99
Total.....	1,270,861.04	1,265,793.95
Banks and bankers.....	1,516,486.51	1,569,218.61
Insurance companies.....	100,794.31	96,124.29
Mines.....	32,463.96	30,766.54
Registered dealers in prohibited drugs.....	16,610.32	16,865.91
Sponge fisheries.....	115.39	46.76
Firearm tax.....	162,211.58	121,714.17
Pearl fisheries.....	3,812.50	3,552.50
Weights and measures.....	165,817.03	169,298.25
Total.....	1,998,311.60	2,027,587.03
Total license, business, and occupation taxes.....	18,984,323.35	22,191,435.03
<b>Cedulas:</b>		
Class A. Regular at P1.....	34,221.00	26,496.00
Class B. Delinquent at P2.....	10,720.00	12,768.00
Class D. Special at P1.....	406.00	513.00
Class E. Fines.....	70.00	119.00
Class F. Regular at P2.....	4,145,304.00	4,153,850.00
Class G. Delinquent at P4.....	884,202.00	659,162.00
Class H. Special at P2.....	20,652.00	22,206.00
Class I. Road and bridge tax, P1.....	49.00	26.00
Class K. Delinquent road and bridge tax, P2.....	70.00	60.00
Class L. Delinquent from May 1 to June 30, P1.50.....	2,755.50	2,427.00
Class M. Delinquent from May 1 to June 30, P3.....	145,702.00	158,655.00
Class N. Delinquent from May 1 to June 30, P1.50.....	7.50	3.00
Total cedulas.....	5,244,159.00	5,036,285.00
Franchise taxes.....	293,235.02	366,871.02
Income tax.....	2,272,562.32	2,583,585.89
Documentary stamp tax.....	538,975.33	610,663.33
Inheritance tax.....	128,262.65	144,884.15
<b>Incidental revenue:</b>		
United States internal revenue collected in the Philippines.....	1,827,689.07	1,498,825.73
Rental and royalties on petroleum lands.....	8,400.00	7,500.00
<b>Revenue from public forests—</b>		
First-group timber.....	342,995.61	343,447.22
Second-group timber.....	75,617.06	85,204.19
Third-group timber.....	273,274.59	413,350.24
Fourth-group timber.....	141,590.80	188,886.97
Firewood (bacaan and tangal).....	30,191.64	29,313.49
Firewood (other wood).....	23,377.71	23,294.57
Minor forest products.....	132,542.38	139,012.07
Lease of forest lands.....	2,269.09	931.31
Total revenue from public forest.....	1,024,858.88	1,223,440.06
Miscellaneous stamp collections.....	332.20	627.37
<b>Service income:</b>		
Justice of the peace fines and fees.....	409,201.60	395,397.25
Tobacco inspection fees.....	154,356.19	136,420.95
Grand total.....	44,193,704.34	48,867,909.54

# 140 REPORT OF GOVERNOR GENERAL OF PHILIPPINE ISLANDS

## APPORTIONMENT OF INTERNAL REVENUE TAXES AND OTHER COLLECTIONS MADE BY THE BUREAU OF INTERNAL REVENUE

Pursuant to the provisions of the internal revenue allotment law (ch. 19 of Act No. 2711), the collections made by the bureau of internal revenue accrue to the insular, provincial, and municipal government in the following manner:

Item	Accruing to—		Municipal
	Insular	Provincial	
1923			
Excise taxes:			
Domestic—			
Alcohol and tobacco products.....	₱9,722,991.20		
Matches.....	32,188.67		
Cinematographic films.....	843.62		
Coal and coke.....	35,143.15		
Total.....	9,791,166.74		
Imported—			
Alcohol and tobacco products.....	895,539.21		
Matches.....	355,106.95		
Skimmed milk.....	5.40		
Playing cards.....	147,595.78		
Cinematographic films.....	137,017.49		
Kerosene or petroleum.....	809,962.71		
Naphtha, gasoline, etc.....	879,464.34		
Lubricating oils.....	202,161.85		
Coal and coke.....	189,288.98		
Medicinal preparation containing drugs.....	39.23		
Total.....	3,516,181.99		
Total excise taxes.....	13,307,348.73		
License, business, and occupational taxes:			
Dealers in alcohol and tobacco products.....	867,302.79		₱269,940.90
Merchants, manufacturers, common carriers, etc.....	11,507,336.79		
One-half of 1 per cent tax under Act No. 3065.....	2,782,016.46	₱140,286.02	₱148,267.75
Occupations, trades, and professions.....	418,192.22		852,668.82
Banks and bankers.....	1,516,486.51		
Insurance companies.....	100,794.31		
Mines.....	32,463.96		
Registered dealers in prohibited drugs.....	16,610.32		
Sponge fisheries.....	23.08	₱44.16	₱48.16
Pearl fisheries.....		₱3,762.50	₱50.00
Weights and measures.....		₱76,190.57	₱89,626.46
Firearms tax under Act 3097.....	162,211.58		
Total license, business, and occupation taxes.....	17,403,438.02	₱220,283.25	₱1,360,602.08
Cedulas.....		₱3,736,743.50	₱1,507,415.50
Franchise taxes.....	100,274.94	₱6,355.44	₱186,604.64
Income tax.....	2,272,562.32		
Documentary stamp tax.....	538,975.33		
Inheritance tax.....	128,262.65		
Internal-revenue allotment.....	(3,164,083.55)	₱1,538,280.63	₱1,625,802.92
Total revenue from taxation.....	30,586,778.44	5,501,662.82	4,680,425.14
Incidental revenue:			
United States internal revenue collected in the Philippines.....	1,827,689.07		
Revenue from public forests.....	1,024,858.88		
Rental on lands containing gas or petroleum.....	8,400.00		
Miscellaneous stamp collections.....	332.20		
Service income:			
Justice of the peace fines and fees.....	394,891.50	.50	14,310.60
Tobacco-inspection fees.....	154,356.19		
Grand total.....	33,997,306.28	5,501,662.32	4,694,735.74

<sup>1</sup> The sum of ₱12.48 out of this amount was collected by means of internal revenue stamps.

<sup>2</sup> Ten per cent of the collections for December, 1923, has been apportioned in 1924.

<sup>3</sup> The provincial shares of the cities of Manila and Baguio are considered as municipal funds.



Item	Accruing to—		Municipal
	Insular	Provincial	
1924			
Excise taxes:			
Domestic—			
Alcohol and tobacco products.....	P10, 581, 921. 37		
Matches.....	6, 664. 00		
Playing cards.....	17. 10		
Cinematographic films.....	415. 66		
Coal and coke.....	10, 042. 61		
Total.....	10, 899, 060. 74		
Imported—			
Alcohol and tobacco products.....	919, 063. 25		
Matches.....	432, 127. 34		
Skimmed milk.....	1, 408. 26		
Playing cards.....	224, 258. 23		
Cinematographic films.....	40, 051. 22		
Kerosene or petroleum.....	908, 472. 02		
Naphtha, gasoline, etc.....	1, 116, 279. 22		
Lubricating oils.....	236, 084. 78		
Coal and coke.....	200, 129. 97		
Medicinal preparation containing drugs.....	38. 73		
Total.....	4, 072, 913. 02		
Total excise taxes.....	14, 671, 973. 76		
License, business, and occupation taxes:			
Dealers in alcohol and tobacco products.....	920, 712. 72		P267, 743. 38
Merchants, manufacturers, common carriers, etc.....	12, 260, 538. 32		
One-half of 1 per cent tax under Act No. 3065.....	4, 855, 650. 42	P273, 914. 51	289, 494. 70
Occupations, trade, and professions.....	405, 595. 49		860, 198. 46
Banks and bankers.....	1, 589, 218. 61		
Insurance companies.....	96, 124. 29		
Mines.....	30, 765. 54		
Registered dealers in prohibited drugs.....	16, 865. 91		
Sponge fisheries.....	9. 35	16. 70	20. 71
Pearl fisheries.....		3, 552. 50	
Weights and measures.....		79, 351. 73	89, 946. 52
Firearms tax under Act 3097.....	121, 714. 17		
Total license, business, and occupation tax.....	20, 227, 195. 82	356, 835. 44	1, 507, 403. 77
Cedulas.....		3, 582, 208. 50	1, 454, 076. 50
Franchise taxes.....	144, 277. 44	11, 825. 34	210, 768. 24
Income tax.....	2, 583, 585. 89		
Documentary stamp tax.....	610, 663. 33		
Inheritance tax.....	144, 884. 15		
Internal-revenue allotment.....	(3, 164, 083. 55)	1, 538, 280. 63	1, 625, 802. 92
Total revenue from taxation.....	35, 318, 456. 84	5, 489, 149. 91	4, 798, 051. 43
Incidental revenue:			
United States revenue collected in the Philippines.....	1, 498, 825. 73		
Revenue from public forests.....	1, 223, 440. 06		
Rental on lands containing gas or petroleum.....	7, 500. 00		
Miscellaneous stamp collections.....	627. 37		
Service income:			
Justice of the peace fines and fees.....	386, 037. 82		9, 359. 43
Tobacco-inspection fees.....	136, 420. 95		
Grand total.....	38, 571, 348. 77	5, 489, 149. 91	4, 807, 410. 86

## COST OF COLLECTION

During the last 10 years the cost of collection for each peso has been as follows: 1.87 centavos in 1916, 1.51 centavos in 1917, 1.28 centavos in 1918, 1.31 centavos in 1919, 1.27 centavos in 1920, 1.80 centavos in 1921, 1.62 centavos in 1922, 1.49 centavos in 1923, and 1.40 centavos in 1924.

From the foregoing figures it is evident that since the great depression of 1921 the cost of collection per peso is decreasing on account of the gradual business revival, and in spite of the increase in personnel from 526 employees in the said year to 579 in 1924, which increase causes a corresponding increase in the various items of expenditure of the bureau of internal revenue.

## ALCOHOLIC PRODUCTS

*Distilled spirits.*—During the fiscal years 1923 and 1924 the quantities of distilled spirits removed from distilleries, including those exempt from tax, as well as by-products such as fusel oil, were 13,829,231 proof liters and 16,721,639 proof liters, respectively, or an increase of 2,892,408 proof liters. It was in 1923 that the bureau of science conducted interesting experiments relative to the recovery of fusel oil from alcohol, and during that year 2,224 proof liters of this product were removed for export, in comparison with 23,529 proof liters removed for export during the year under review.

Taxes amounting to ₱3,433,275.45 and ₱3,928,481.74 were collected on domestic distilled spirits during the years 1923 and 1924, respectively, in comparison with ₱286,959.43 and ₱274,440.09 collected on imported distilled spirits during 1923 and 1924, respectively. In 1923, 361,768 proof liters of distilled spirits were imported, and in 1924 there were imported 346,138 proof liters.

On December 31, 1924, there were in operation throughout the islands 80 registered stills of modern type, as compared with 79 in operation on December 31, 1923; 77 on December 31, 1922; 86 on December 31, 1921; 81 on December 31, 1920; 81 on December 31, 1919; 81 on December 31, 1918; 80 on December 31, 1917; and 80 on December 31, 1916. Of the 100 illicit distilleries apprehended by internal revenue agent, agent's assistants, and secret service agent, aided in some cases by municipal policemen and informers during the year, 8 were captured in Agusan, 12 in Albay, 25 in Pangasinan, 8 in Samar, 41 in Surigao, and 6 in Tayabas.

*Wines.*—The local consumption of still wines and imitation wines was 1,300,189 gauge liters in 1924 and 1,099,358 gauge liters during the previous year, or a per capita consumption of 0.11 and 0.10 gauge liter, respectively.

*Fermented liquors.*—The quantities in gauge liters of domestic and imported beer on which taxes were collected during the year 1923 and 1924 were respectively, 2,924,875.60 and 3,517,006.50, or a per capita consumption of 0.25 gauge liter and 0.30 gauge liter. In addition to the quantity of fermented liquors consumed in the islands, local brewers produced during the year 1923 and 1924, 62,746.60 and 61,977.40 gauge liters, respectively.

## TOBACCO PRODUCTS

*Smoking and chewing tobacco.*—The following table shows the quantity of domestic and imported smoking and chewing tobacco on which taxes were collected during the years 1923 and 1924:

Kind	1923			1924		
	Domestic	Imported	Total	Domestic	Imported	Total
	<i>Kilos</i>	<i>Kilos</i>	<i>Kilos</i>	<i>Kilos</i>	<i>Kilos</i>	<i>Kilos</i>
Smoking tobacco.....	332,988	53,192	386,180	407,250	52,409	459,659
Chewing tobacco.....	219,786	334,215	553,951	237,358	324,575	561,933
Total.....	552,724	387,407	940,131	644,608	376,984	1,021,592

During the year 1923 and 1924 local manufacturers produced 470,279 and 28,446 kilos of smoking tobacco, which were removed for export to foreign countries.

*Stripped and partially manufactured tobacco.*—During the years 1923 and 1924, 1,218,956 and 981,852 kilos of stripped and partially manufactured tobacco were removed for export, respectively.

*Leaf tobacco.*—In 1923, 23,297,405 kilos of leaf tobacco were exported, in comparison with 20,874,090 exported in 1924, or a decrease of 2,423,315 kilos.

*Cigars.*—The total number of cigars removed for consumption in 1923 was 423,549,037, in comparison with 353,861,084 for 1924, or a decrease of 69,687,953. The total number of cigars removed for export during the years 1923 and 1924 were 339,219,783 and 260,971,462. Of the above figures, 221,784,066 cigars were exported to the United States in 1923, as compared with 184,358,884 cigars exported to that country in 1924, or a decrease of 37,425,182 cigars. This decrease is attributable to the greater activity displayed by American manufacturers in placing on the market a product which would successfully compete with the

Philippine cigar whose well-founded popularity is spreading among dealers and consumers in the United States. The average price per thousand cigars in 1924 was ₱56.98, for 1923 ₱52.25, for 1922 ₱49.01, and for 1921 ₱55.25.

*Cigarettes.*—The total consumption of cigarettes in the Philippines during the year was 4,617,721,346 cigarettes, as compared with 4,418,187,090 during the preceding year, the total production being, respectively, 4,658,228,608 and 4,451,613,696. Of the first number, 39,694,182 cigarettes were exported to foreign countries, 813,080 to the United States, and in 1923, 31,712,636 cigarettes were exported to foreign countries and 1,713,970 were shipped to the United States. It will be seen, therefore, that of the total production for the two years, 99.13 per cent was consumed in the Philippine Islands, 0.85 per cent was exported to foreign countries, and 0.02 per cent was shipped to the United States in 1924, in comparison with 99.25 per cent, 0.71 per cent, and 0.04 per cent, respectively, for 1923.

#### LICENSE, BUSINESS, AND OCCUPATION TAXES

*Dealers in alcohol and tobacco products.*—There were collected as privilege taxes on dealers in alcohol and tobacco products during 1924, ₱1,188,456.10, as compared with ₱1,137,243.69 collected during 1923, an increase of ₱51,212.41, or 4.5 per cent. Of the total collections from this source, 28.92 per cent was paid by dealers in distilled spirits and wines, 37.19 per cent by dealers in tobacco products, 27.47 per cent by dealers in fermented liquors, tuba, basi, and tapuy, and 6.42 per cent by manufacturers and peddlers of liquors and tobacco products, as against 28.14 per cent, 37.78 per cent, 28.66 per cent, and 5.42 per cent, respectively, for 1923.

*Merchants, manufacturers, and common carriers.*—There were collected as percentage taxes on merchants, manufacturers, common carriers, and other persons subject to the percentage tax of 1 per cent during the fiscal year 1924, together with the one-half of 1 per cent provided by Act No. 3065, ₱17,709,597.95, as against ₱14,577,907.02 collected during the fiscal year 1923, or an increase of ₱3,131,690.93 or 21.48 per cent. The amount paid by merchants, manufacturers, and peddlers represented 94.85 per cent of the total collections; by printers, publishers, contractors, warehousemen, and hotel and restaurant keepers, 4.29 per cent; and by common carriers 0.86 per cent, as compared with 95.24 per cent, 3.72 per cent, and 1.04 per cent, respectively, for 1923.

*Occupations, trades, and professions.*—Privilege taxes were collected in the amount of ₱1,265,793.95 in 1924, as against ₱1,270,861.04 during 1923, a decrease of ₱5,067.09, or 0.4 per cent. Of the total collections in 1924, 62 per cent was paid by proprietors of cockpits; 13.25 per cent by commercial, stock, and real estate brokers; and 24.75 per cent by lawyers, doctors, civil engineers, surveyors, and other professionals. By the provisions of the internal revenue law, the privilege tax collections from owners of cockpits and the taxes on cockfights accrue entirely to the treasuries of the various municipalities in which such taxes are collected. Eight hundred and ninety-two municipalities and townships availed themselves of the provisions of the law authorizing the imposition by municipal councils of additional taxes on cockpits. The rates of additional privilege taxes thus imposed range from ₱4 to ₱16,000 per annum. There were 181 municipalities, townships, and municipal districts in which no cockpit tax receipts were issued during 1924.

*Banks and bankers.*—The following comparative statement, based upon taxes assessed and collected, shows the average amount of capital employed by average amount of deposits with, and average amount of circulation of banks during the period from July 1, 1922, to June 30, 1923, and from July 1, 1923, to June 30, 1924:

	July 1, 1922, to June 30, 1923	July 1, 1923, to June 30, 1924
Average capital.....	₱35,346,425.73	₱31,520,960.39
Average deposits.....	132,502,366.19	141,109,954.00
Average circulation.....	40,450,560.63	39,986,273.54

*Insurance companies.*—The following table, based on statements rendered, shows the total amount of each kind of insurance on which premiums were paid and the average rate of premium paid during the years 1922 and 1923:

	1922		1923	
	Total amount of insurance	Average rate of premium	Total amount of insurance	Average
		<i>Per cent</i>		<i>Per cent</i>
Fire.....	P303, 112, 398. 15	1. 10	P343, 656, 912. 51	1. 02
Marine.....	247, 815, 678. 31	. 63	331, 057, 476. 53	. 51
Life.....	43, 414, 263. 41		50, 958, 347. 50	
Accident.....	1, 132, 750. 00	2. 01	1, 458, 431. 00	1. 69
Fidelity and surety.....	22, 757, 919. 93	1. 26	17, 162, 006. 20	1. 19
Typhoon and earthquake.....	9, 303, 211. 50	. 53	19, 693, 008. 00	. 41
Motor cars.....	2, 603, 285. 00	2. 73	2, 399, 187. 00	. 746
Personal baggage.....			4, 500. 00	. 66
War (marine).....	6, 514, 957. 00	. 41	10, 057, 117. 00	. 25

## CEDULAS

There were collected as cedula taxes during the year 1924 P5,036,285, as against P5,244,159 collected during the preceding year, or a decrease of P207,874. In 1924 there were sold 2,340,790 cedulas in comparison with 2,394,514 cedulas sold in 1923, or a decrease of 53,724 cedulas. The smaller number of delinquents in 1924 made possible by effective work performed during the previous year is responsible for the decrease in the collection from this source.

## FRANCHISE TAXES

Of the total collection of P366,871.02 as franchise taxes in 1924, P144,277.44 accrued to the insular government, P178,216.01 to the city of Manila, P11,825.34 to Provinces, and P32,552.23 to other municipalities.

## INCOME TAX

During the year 1924 the income-tax collection amounted to P2,583,585.89, which shows an increase of P311,023.57 over that for the year 1923, which amounted to P2,272,562.32. The 1924 collections consisted of P2,550,369.99 as taxes and P33,215.90 as penalties, while the 1923 collections consisted of P2,219,857.35 as taxes and P52,704.97 as penalties. The increase in income-tax collection is partly due to the increase in the personnel of the income-tax division of the bureau provided for in the appropriation act of 1924, and to the greater understanding on the part of the taxpaying public of the provisions of the income tax law and regulations. The number of returns received from individuals in 1924 was 15,478 and from corporations 3,882, as against 15,237 and 3,897, respectively, during the preceding year.

## INHERITANCE TAX

There were collected in 1924 P144,884.15 as taxes and penalties on inheritances, legacies, and other acquisitions mortis causa, in comparison with P128,262.65 collected during the previous year, or an increase of P16,261.50. The total number of inheritance-tax returns filed during the year 1924 was 1,093, as compared with 1,159 returns filed in 1923.

## PEARL FISHING

Under the provisions of Act No. 2604, there was collected during the year just ended the amount of P3,552.50, as compared with P3,812.50 collected in 1923, showing a decrease of P260. This collection accrued intact to the respective provincial treasuries in which paid.

## SPONGE FISHING

Pursuant to the provisions of Act No. 2584, there was collected the amount of P46.76, of which 20 per cent, or P9.35, accrued to the insular treasury, 40 per cent, or P18.70, to the provincial treasuries, and 40 per cent, or P18.71, to the municipal treasuries concerned.

## BUREAU OF PRINTING

## ACTIVITIES

The activities of the bureau of printing during the period covered by this report consists, as in previous years, of printing and binding all forms, pamphlets, and publications of the insular, provincial, and municipal governments besides the regular public documents for sale, such as public laws, Philippine reports, executive orders and proclamations, official roster, etc., and the regular issues of the Official Gazette and Gaceta Oficial, three times a week. Printing and binding work during the year was executed under 15,020 work orders, of which 9,125, amounting to ₱676,383.75, were for the insular government; 3,461, amounting to ₱289,124.86, for the provincial governments, including the city of Baguio; 1,489, amounting to ₱34,078.38 for the city of Manila; and for the Federal Government and outside parties, 945, amounting to ₱56,909.48. In spite of the handicap experienced by this office in printing government work due to its worn-out machinery, yet it can be safely stated that the high standard quality of production demonstrated in past years has been successfully maintained.

## APPRENTICESHIP SYSTEM

In order to provide competent workmen in the future capable to perform the work of printing and binding required by the government, the instructions and training of apprentices had to be continued during the year, and their regular assignments from one class of work to another were made so as to make them acquire a thorough knowledge of the different specialties in their respective lines. It is gratifying to state that the services of graduated apprentices and craftsmen from this bureau have been solicited and employed with successful results not only by the private printing establishments in Manila and other important parts of the Philippines but also by the Federal Government Printing Office where some of our former linotype operators and bookbinders are actually employed.

The following shows the distribution on December 31, 1924, of apprentices and junior craftsmen, by divisions:

Composing division	46
Press division	15
Photo-engraving division	6
Foundry division	3
Bindery division	11
Power plant	9
Total	90

## PERSONNEL

There were 490 employees on the rolls of the bureau of printing on December 31, 1924. Of these, 90 are apprentices in the different divisions, as shown in the foregoing table. This bureau has no native employee of the non-Christian tribes detailed in the special provinces.

During the year there has been 42 employees dropped from the rolls of this bureau. Of this number 5 died, 19 voluntarily resigned, 3 retired, 12 dropped for desertion of posts, and 3 transferred to other government bureaus.

## FISCAL OPERATION

The product of the bureau of printing for the fiscal year 1924, as during the previous year, was charged at the same uniform scale of prices, the total amounting to ₱1,091,177.63. During that period the cost of operation (Table No. 1) was ₱1,013,954.50, making a profit of ₱77,223.13. Deducting from this amount the total loss of ₱32,895 incurred during the year on account of the revaluation of printing paper as provided in Act 3063, there still remains a net profit of ₱44,328.13.

*Record of deliveries.*—The extent of the work of the delivery section is shown by the following table, the corresponding figures for the fiscal years 1920, 1921, 1922, and 1923 being also given:

Method of transportation	Number of packages	Pounds	Method of transportation	Number of packages	Pounds
By auto trucks (Manila):			By freight:		
1920.....	43,267	872,351	1920.....	4,018	638,075
1921.....	31,845	529,349	1921.....	3,033	454,485
1922.....	33,301	555,916	1922.....	2,724	413,045
1923.....	41,489	611,935	1923.....	2,910	428,510
1924.....	43,766	708,690	1924.....	2,943	418,365
By mail (including periodicals):			Total:		
1920.....	260,989	53,247	1920.....	308,274	1,563,673
1921.....	340,327	48,662	1921.....	376,205	1,032,496
1922.....	363,465	62,813	1922.....	399,490	1,031,774
1923.....	377,502	52,664	1923.....	421,901	1,093,109
1924.....	393,472	58,604	1924.....	440,181	1,185,659

*Consumption of materials.*—The cost of the printing paper (including envelopes, shipping tags, bristol board, cardboard, and tagboard) and all other supplies required for operation and which entered into the product during the year was ₱458,210.13, or ₱132,561.60 less than the amount expended during the preceding year 1923. The following is a comparative statement of the quantity of paper consumed during the fiscal year 1903 and the last seven years:

Year	Book, writing, bond, and ledger paper		Bristol board and cardboard		Envelopes
	Ream	Pound	Sheet	Pound	
1903.....	7,201	347,164	48,530	15,808	192,000
1918.....	22,802	1,072,143	343,254	85,886	6,729,560
1919.....	24,884	1,146,071	406,267	89,386	6,190,242
1920.....	28,891	1,220,442	592,472	73,669	7,891,313
1921.....	19,801	877,669	439,099	115,728	6,717,920
1922.....	14,596	638,632	366,207	94,227	6,127,624
1923.....	19,286	796,511	342,885	67,568	6,997,978

*Books and pamphlets bound.*—There have been bound during the year 770,645 pamphlets and 27,735 books of different publications of the government.

*Appropriation Act No. 3123.*—The appropriation act for the fiscal year 1924 provided the bureau of printing with the amount of ₱1,234,568. The prevailing low cost of printing paper in the market and the exercise of a rigid economy in all the divisions of this bureau, as well as the careful scrutiny given to orders for all classes of printing and binding, were responsible for the saving of ₱254,640.49 from the appropriation.

*Receipts and expenditures.*—The following comparative statement shows the income, cost of operation including depreciation of machinery and other equipment, and net profits of the bureau during the fiscal years 1903 and 1919 to 1924, inclusive, together with the per capita of each year's receipts and expenditures:

Year	Receipts	Expenses	Net profits	Per capita upon—	
				Receipts	Expenditures
1903.....	₱443,920.20	₱395,446.92	₱48,473.28	₱0.0581	₱1.0517
1919.....	1,223,884.96	1,177,007.81	46,877.15	.1159	.1115
1920.....	1,957,091.68	1,654,276.32	302,815.36	.1813	.1532
1921.....	1,565,512.39	1,408,156.07	157,366.32	.1417	.1275
1922.....	1,557,832.07	1,289,290.02	268,542.05	.1379	.1141
1923.....	1,253,250.63	1,136,724.63	116,526.00	.1087	.0856
1924.....	1,091,177.63	1,013,954.50	77,223.13	.0928	.0863

The decrease in both the receipts and expenses of 1924 as compared with those of the year 1923 is not due to the decrease in the quantity of work executed but to the lower cost of printing paper and other materials entering into the product, as may be proved by the fact that notwithstanding the rigid economy of bureaus and offices of the government in their requisitions, this bureau has issued during the year more bristol board and cardboard as well as envelopes and practically the same number of reams of printing paper as that of the year 1923. (See table of consumption of printing paper, etc.)

*Status of fiscal affairs.*—Table No. 2 shows in detail the status of the fiscal affairs of the bureau at the beginning and end of the fiscal year 1924. Included in the current assets and kept for sale by the bureau of printing are the Official Gazette and public documents, the selling prices of which amounted to ₱239,753.72 on December 31, 1924.

*Documents and supplies.*—Public documents and publications and printing and binding supplies to the value of ₱49,302.57 were sold during the year.

There was a debit balance for the Official Gazettes (English) of ₱26,440.76; documents, ₱137,826.48. There was a credit balance for the Gaceta Oficial (Spanish) of ₱30,642.61. On December 31, 1924, there were 862 paid and 134 free subscribers to the Official Gazette and 1,349 paid and 61 free subscribers to the Gaceta Oficial.

*Stock forms.*—There were printed during the year and delivered into stock, forms computed at ₱233,592.77. During the same period issues from stock amounted to ₱280,259.57.

The outstanding obligations on December 31, 1924, amounting to ₱155,157.85, are divided as follows:

Contingent: Requisitions for printing paper, equipment, and supplies (estimated) .....	₱89, 226. 21
Accounts payable:	
Accrued leave earned .....	₱29, 755. 28
Extra compensation (bonus) earned .....	32, 132. 00
Return transportation (Act No. 80) .....	300. 00
Freight on printing and binding shipments .....	2, 220. 14
All other .....	1, 524. 22

Total accounts payable .....

65, 931. 64

Total liabilities .....

155, 157. 85

In table No. 3 are shown the consumers of the product of the bureau of printing and the cost to each of the work executed for the fiscal year 1924 compared with the same information for 1923.

The following statement shows the value of the product and the number of reams of books, writing, bond, and ledger paper used during the fiscal years 1919-1924:

Fiscal year	Value	Reams	Fiscal year	Value	Reams
1919 .....	₱1, 214, 312. 42	24, 884	1922 .....	₱1, 521, 983. 02	14, 596
1920 .....	1, 894, 379. 00	28, 891	1923 .....	1, 206, 504. 73	19, 286
1921 .....	1, 526, 892. 07	19, 801	1924 .....	1, 049, 877. 67	19, 251

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TABLE No. 1.—Operating statement for the fiscal year 1924 compared with that of 1923

	Jan. 1 to Dec. 31, 1923	Jan. 1 to Dec. 31, 1924
<b>INCOME</b>		
Printing and binding services:		
Insular government.....	P728, 948. 85	P676, 383. 75
Provincial and municipal governments.....	413, 020. 96	289, 124. 86
City of Manila.....	49, 707. 65	34, 078. 38
Other government offices.....	16. 30	2, 339. 90
United States Army and Navy.....	169. 64	213. 67
Private firms and individuals.....	45, 047. 10	56, 690. 81
Subtotal.....	1, 236, 910. 50	1, 058, 836. 37
Sales of supplies:		
Documents.....	21, 735. 83	18, 663. 76
Official Gazette.....	12, 343. 00	10, 299. 45
Gaceta Oficial.....	17, 115. 20	17, 186. 15
Miscellaneous.....	5, 085. 80	3, 153. 21
Subtotal.....	56, 279. 83	49, 302. 57
Total sales of supplies and services.....	1, 293, 190. 33	1, 108, 138. 94
Deduct cost of goods sold.....	(419, 363. 05)	(299, 778. 28)
Gross profit on sales.....	873, 827. 28	808, 360. 66
Incidental receipts.....	763. 98	1, 578. 49
Production account.....	378, 659. 37	281, 238. 48
Gross income.....	1, 253, 250. 63	1, 091, 177. 63
<b>EXPENSE</b>		
Salaries.....	59, 526. 00	59, 505. 14
Wages of laborers and apprentices.....	425, 308. 45	435, 566. 55
Traveling expense of personnel.....	1, 396. 21	2, 186. 54
Freight, express, and delivery service.....	4, 123. 43	4, 202. 37
Postal, telegraph, telephone, and cable service.....	1, 820. 00	3, 288. 03
Illumination and power service.....	3, 492. 32	1, 011. 04
Other services.....	5, 310. 42	4, 811. 17
Consumption of supplies and materials.....	590, 771. 73	458, 210. 13
Free distribution of documents.....	6, 659. 80	9, 706. 85
Maintenance of equipment.....	1, 139. 73	1, 439. 69
Depreciation of equipment.....	37, 176. 54	34, 026. 99
Gross expense.....	1, 136, 724. 63	1, 013, 954. 50
Gross profit.....	116, 526. 00	77, 223. 13
Less loss on account of revaluation of printing paper.....	50, 912. 56	32, 895. 00
Net profit.....	65, 613. 44	44, 328. 13



TABLE NO. 2.—*Financial statement at the close of business during fiscal years 1923 and 1924*

Item	Status Dec. 31, 1923	Status Dec. 31, 1924	Increase	Decrease
<b>Fixed assets:</b>				
Land.....	P129,612.00	P129,612.00		
Buildings.....	319,572.82	329,572.82	P10,000.00	
Machinery and other equipment.....	881,636.35	883,682.61	2,046.26	
Accrued depreciation.....	(548,033.59)	(581,303.90)	(33,270.31)	
Capital account.....	782,787.58	761,563.53	21,224.05	
<b>Current assets:</b>				
Printing paper.....	396,172.26	360,578.55		P35,593.71
Other materials.....	213,936.19	212,539.03		1,397.16
Work in process.....	47,599.53	27,820.27		19,779.26
Sales stock.....	302,728.49	275,039.73		27,688.76
Prepayment.....	37.90	35.28		2.62
Accounts receivable.....	267,141.88	206,887.04		60,254.84
Cash in insular treasury.....	(1,155,307.62)	(1,009,779.04)		(145,528.58)
Cash in hands of officers.....	282.86	622.68	339.82	
Total.....	72,591.49	73,743.54	339.82	(812.23)
Total of all assets.....	855,379.07	835,307.07	(20,884.23)	(812.23)
<b>Liabilities: Fixed capital</b> .....	782,787.58	761,563.53		21,224.05
<b>Current liabilities:</b>				
Accrued leave.....	27,834.02	29,755.28	1,921.26	
Extra compensation.....	31,817.10	32,132.00	314.90	
All other.....	11,080.03	11,856.26	776.23	
Current capital.....	1,860.34			1,860.34
Total liabilities.....	855,379.07	835,307.07	3,012.39	23,084.39
Reversion of receipts.....	1,253,763.97	1,091,636.41		162,127.56

TABLE NO. 3.—*Printing and binding executed and delivered during the period from January 1 to December 31, 1923 and 1924*

Name of customer	Cost of work executed	
	1923	1924
<b>Governor General:</b>		
Bureau of audits.....	P16,958.83	P8,950.50
Board of accountancy, care of bureau of audits.....	628.48	371.60
Bureau of civil service.....	3,940.26	3,969.20
Executive appropriation.....	13,770.44	11,784.87
<b>Department of the interior:</b>		
Bureau of non-Christian tribes.....	789.98	566.18
Philippine General Hospital.....	13,903.83	5,735.58
Philippine constabulary.....	22,553.07	24,125.94
Executive bureau.....	1,708.30	1,776.61
Board of medical examiners.....	11.80	
Board of examiners for nurses.....	11.35	
Board of optical examiners.....	23.60	
Board of pharmaceutical examiners and inspectors.....	642.43	
Board of examiners.....	364.23	1,072.31
Office of the public welfare commission.....	17,035.86	11,904.27
Board of medical, dental, nurses, optical, and pharmaceutical examiners.....	9.83	
Metropolitan water district.....	4,115.55	2,781.19
Philippine board of examiners for architects.....		12.35

TABLE NO. 3.—*Printing and binding executed and delivered during the period from January 1 to December 31, 1923 and 1924—Continued*

Name of customer	Cost of work executed	
	1923	1924
Department of public instruction:		
Bureau of education.....	P76, 116. 19	P62, 668. 72
Philippine health service.....	33, 339. 10	25, 579. 16
Bureau of quarantine service.....	585. 55	528. 85
University of Philippines.....	20, 133. 62	6, 083. 29
College of Agriculture.....	1, 204. 31	936. 56
College of Engineering.....	111. 55	196. 80
College of Liberal Arts.....	431. 25	728. 65
College of Fine Arts.....	15. 05	-----
College of Law.....	200. 95	334. 25
College of Medicine and Surgery.....	475. 70	503. 95
College of Veterinary Science.....	173. 25	54. 64
College of Conservatory of Music.....	75. 25	6. 40
College of Education.....	405. 90	178. 45
Junior College, University of Philippines, Cebu.....	70. 58	406. 59
Library University of the Philippines.....	385. 05	371. 05
Board of athletic contests, University of Philippines.....	8. 25	-----
Military department, University of Philippines.....	75. 65	-----
Philippine barrister, College of Law.....	-----	20. 75
Forest School, University of Philippines.....	-----	41. 70
Department of finance:		
Bureau of customs.....	15, 278. 51	16, 387. 18
Bureau of internal revenue.....	60, 306. 94	71, 712. 25
Treasury bureau.....	4, 397. 45	3, 408. 03
Bureau of printing.....	11, 746. 81	11, 726. 45
Bureau of printing sales stock.....	-----	-----
Stock forms.....	361, 996. 92	251, 934. 85
Gaceta Oficial.....	10, 227. 43	13, 422. 09
Official Gazette.....	9, 713. 28	11, 731. 37
Executive bureau.....	8, 806. 90	12, 799. 65
Judiciary.....	13, 866. 05	16, 612. 55
Miscellaneous.....	3, 042. 05	4, 167. 45
Manila harbor board.....	5. 59	-----
Text books board.....	-----	23. 90
Department of justice:		
Bureau of justice.....	9, 380. 61	21, 699. 55
Board of public utility commissioners.....	338. 61	429. 44
Inferior courts.....	19, 756. 80	1, 299. 29
Philippine library and Museum.....	1, 686. 63	1, 155. 25
Bureau of prisons.....	5, 952. 22	8, 312. 45
Supreme court, clerk.....	2, 111. 36	2, 457. 33
General land registration office.....	1, 847. 04	11, 369. 05
Segregation.....	15. 30	15. 15
Gaceta Oficial land notices.....	17, 235. 15	15, 399. 88
Official Gazette land notices.....	13, 916. 59	12, 417. 18
Department of agriculture and natural resources:		
Bureau of agriculture.....	29. 51	141. 70
Bureau of forestry.....	12, 125. 56	14, 342. 66
Bureau of lands.....	9, 528. 60	11, 114. 61
Bureau of lands.....	48, 186. 38	40, 863. 03
Bureau of science.....	38, 844. 90	34, 402. 93
Weather bureau.....	13, 648. 32	8, 916. 79
Philippine Commission of Independence.....	14, 515. 78	3, 516. 79
Rice colonization and plantation fund, Act 2818.....	24. 05	49. 18
Office agent of the secretary of agriculture and natural resources.....	73. 70	-----
Department of commerce and communications:		
Bureau of public works.....	24, 937. 26	33, 777. 51
Bureau of posts.....	103, 936. 85	114, 569. 24
Bureau of supply.....	19, 251. 36	11, 190. 85
Division of cold storage.....	4, 761. 17	4, 165. 32
Bureau of labor.....	3, 307. 28	1, 118. 60
Bureau of coast and geodetic survey.....	1, 327. 00	1, 191. 65
Bureau of commerce and industry.....	7, 359. 01	15, 105. 64
Philippine board of examiners for mechanical engineer.....	26. 50	-----
City of Manila:		
Municipal board.....	4, 451. 67	2, 594. 94
Department of city schools.....	1, 147. 00	1, 301. 03
The city treasurer.....	22, 080. 62	3, 960. 07
Department of engineering and public works.....	6, 887. 37	4, 561. 47
Fire department.....	1, 833. 25	619. 70
Department of law:		
City engineer's office.....	30. 78	-----
City fiscal.....	963. 04	1, 080. 65
Court of first instance.....	2, 988. 03	2, 685. 61
Justice of the peace.....	170. 40	-----
Municipal court.....	1, 742. 28	1, 956. 65
Register of deeds.....	1, 290. 47	97. 05
Sheriff of Manila.....	370. 15	459. 05
Department of police.....	2, 458. 65	2, 798. 84

TABLE NO. 3.—*Printing and binding executed and delivered during the period from January 1 to December 31, 1923 and 1924—Continued*

Name of customer	Cost of work executed	
	1923	1924
City of Manila—Continued.		
Department of finance.....	P1, 832.30	P9, 311.74
City girls' reformatory.....	12.20	19.89
City boys' reformatory.....	104.77	204.59
Insane asylum.....	66.00	79.85
Board of tax appeals.....	39.40	
Office of the physician.....	54.90	178.50
Office of the mayor.....	426.87	749.99
District auditor's office.....	89.44	239.02
Law department.....	231.18	23.52
Department of public recreation.....	541.55	376.15
Department of assessment.....	199.75	683.31
Notices in the Official Gazette, court of first instance.....	135.58	106.76
House of representatives.....	30, 816.05	28, 638.20
Philippine senate.....	13, 730.03	17, 857.76
Provinces:		
Abra.....	4, 629.78	2, 888.07
Agusan.....	2, 595.68	2, 342.42
Albay.....	7, 323.25	9, 789.14
Antique.....	4, 750.30	2, 466.51
Bataan.....	5, 114.75	2, 736.64
Batanes.....	798.87	845.66
Batangas.....	12, 739.52	8, 539.18
Bohol.....	10, 099.24	9, 710.37
Bulacan.....	10, 297.06	9, 098.73
Cagayan.....	9, 685.90	4, 626.30
Capiz.....	8, 703.44	7, 155.81
Romblon.....	7, 755.63	2, 781.65
Cavite.....	7, 717.28	5, 937.94
Cebu.....	18, 206.97	17, 704.04
Provincial puericulture center, Cebu.....		36.05
Camarines Sur.....	7, 447.59	6, 144.33
Camarines Norte.....	2, 671.04	1, 583.52
Ilocos Norte.....	10, 456.25	6, 541.66
Ilocos Sur.....	8, 541.73	6, 966.59
Ilocos Sur (municipal treasurers).....		229.09
Iloilo.....	33, 779.45	17, 928.31
Isabela.....	6, 256.10	3, 556.97
Laguna.....	15, 215.23	11, 623.39
Leyte.....	15, 053.55	13, 102.78
Department of Mindanao and Sulu—		
Bukidnon.....	1, 270.76	662.93
Cotabato.....	2, 878.49	1, 962.10
Davao.....	6, 502.89	6, 690.00
Lanao.....	2, 338.93	1, 800.69
Sulu.....	7, 548.10	3, 013.55
Zamboanga.....	8, 649.02	5, 046.39
Masbate.....	1, 610.65	2, 469.92
Mindoro.....	2, 582.28	3, 259.45
Misamis.....	6, 470.96	7, 547.49
Mountain.....	6, 121.30	3, 765.56
Marinduque.....	2, 543.28	1, 902.39
Negros Occidental.....	26, 228.18	11, 605.67
Negros Oriental.....	7, 884.65	5, 562.68
Nueva Ecija.....	10, 143.28	7, 959.12
Nueva Vizcaya.....	3, 549.66	1, 564.27
Pampanga.....	8, 326.77	7, 456.92
Pangasinan.....	24, 107.50	13, 503.97
Palawan.....	2, 883.82	1, 035.47
Rizal.....	12, 559.91	6, 376.38
Samar.....	8, 381.25	6, 772.51
Sorsogon.....	3, 668.50	4, 865.43
Surigao.....	2, 989.85	2, 165.28
Tarlac.....	11, 214.38	8, 608.81
Tayabas.....	20, 511.51	10, 267.07
Union.....	6, 628.85	4, 649.73
Zambales.....	4, 299.55	2, 530.06
City of Baguio.....	1, 288.03	1, 745.27
Department of the United States Army and Navy.....	169.64	218.67
Private firms and individuals.....	45, 047.10	56, 690.81
Total.....	1, 656, 309.94	1, 381, 245.93

Respectfully submitted.

MIGUEL UNSON,  
Acting Secretary of Finance.

The GOVERNOR GENERAL, Manila, P. I.

# REPORT OF THE SECRETARY OF JUSTICE

JANUARY 1 TO DECEMBER 31, 1924

DEPARTMENT OF JUSTICE,  
Manila, April 20, 1925.

SIR: Pursuant to the provision of section 91 of the Administrative Code, I have the honor to submit the following report of the business transacted by the department of justice during the year ending December 31, 1924:

## OFFICE OF THE SECRETARY OF JUSTICE

No important changes have been effected in the department of justice personnel during the year 1924, the undersigned having been acting, by operation of law, as secretary of justice during the year due to the resignation of the former incumbent, Hon. Jose Abad Santos.

*Bills submitted.*—Thirteen bills were submitted by the department of justice to the legislature for enactment during the year 1924, but for some reason or another the same failed to secure legislative sanction, with the exception of one, now known as Act No. 3156, entitled "An act to amend and repeal certain provisions of the Administrative Code, regulate in certain details the functions and appointment of registers of deeds, fix their salaries, provide for the payment of the registration fees into the insular treasury, appropriate funds therefor, and for other purposes."

*Prosecution of crimes.*—In obedience to the public clamor as reflected in the local press in the matter of prosecution of crimes prevailing in certain parts of the islands, drastic measures consistent with the efficient, speedy, and impartial administration of justice were adopted by the department of justice.

With regard to criminal cases arising from the violation of the anthrax quarantine law and regulations, the department of justice, in its desire to cooperate in a most effective manner with the other branches of the government in the eradication of this epidemic, has adopted every measure necessary for the protection of the community. Judges of first instance of the Provinces affected were urged to instruct all the justices of the peace under their jurisdiction to act immediately upon complaints filed in their courts, and to impose upon the guilty parties severe punishment consistent with law and justice.

As to the cases arising from the so-called uprising of Colorums in the Province of Surigao, steps were taken by the department of justice to have all the cases expedited, and judges assigned to try such cases were instructed to treat with leniency those who, having been actuated by the spirit of fanaticism, were induced to follow other persons or their leaders, and that in the case of the leaders vigorous prosecution be conducted.

With respect to the supposed anti-Chinese uprising which occurred in Manila in the month of October, 1924, the department of justice has done a great deal to have the supposed offenders brought before the courts of justice and their cases promptly disposed of. To this effect a department order was issued authorizing the judge of the first branch of the municipal court of Manila to try and dispose also of such cases, together with the judge of the second branch, for prior to the occurrence of this event only the second branch of the municipal court could hear and decide cases of this nature.

The undersigned is glad to state herein that in all these cases the consensus of the opinion has been favorable to the stand taken by the department of justice, whose attitude was indorsed by government officials and by the local press.

A most hearty cooperation has been extended to all government officials seeking help from the department of justice; petitions were duly attended to and charges against officials under the control and supervision of the department of justice were duly investigated and appropriate action taken thereon.

## ADMINISTRATION OF JUSTICE

### SUPREME COURT

*Personnel.*—The chief justice, Hon. Manuel Araullo, died on July 26, 1924, Hon. E. Finley Johnson, the senior member of the court, having been acting as chief justice until the end of the year, and Mr. Justice Johns has been on leave in the United States from April 1 to October 23, 1924.

*Business transacted.*—The increase in the business transacted by the supreme court noted in the year 1923 continued during the year 1924. At the end of the year 1923 there were 763 cases pending between civil and criminal; 882 civil cases and 812 criminal cases were filed during the year 1924 as against 966 civil cases and 709 criminal cases filed during the previous year, or an increase of 19 cases over that in the previous year. During the same period there were 1,013 civil cases and 796 criminal cases disposed of as against 868 civil cases and 771 criminal cases of the previous year, or a balance of 170 more cases disposed of in favor of 1924. Three cases were pending decision at the close of the business in 1924 and 645 were docketed but not submitted for decision, thus making a total of 648 cases pending at the end of the year 1924, or a decrease of 115 cases pending at the end of 1924 as compared with the number of pending cases at the end of the previous year. It will therefore be seen that in spite of the fact that the supreme court has been for several months during the year 1924 short of personnel owing to the death of Chief Justice Araullo and the absence on leave in the United States of Mr. Justice Johns, and that there have been more cases filed during the year 1924 than the previous, the court disposed of more cases in 1924 than in the previous year.

During the year 651 applicants were admitted to take the bar examination as against 551 of the previous year. Of these 651 applicants, 643 were present at the examination, as against 535 of the previous year, 196 having passed the examination as against 197 of the previous year.

Fifty notaries public were appointed by the supreme court during the year 1924 as against 364 appointed the previous year.

The fees, fines, and court costs and examination fees collected during the year aggregate the sum of ₱42,106.08 as against ₱41,842.05 collected during the previous year.

During the year the court received 45 complaints against the same number of attorneys at law looking to their disbarment and suspension as against 38 received during the previous year. Twenty of these complaints were disposed of; 2 were returned to have them sworn before a competent authority; 3 were referred to the judge of first instance for investigation, recommendation, and report; 20 were referred to the attorney general for investigation and report. There was also filed a complaint against a judge of first instance but was placed on file.

#### COURTS OF FIRST INSTANCE

*Personnel.*—During the year 1924 the 10 judgeship positions which remained vacant at the end of the previous year were gradually filled up. Before making the recommendation for appointment great care has been exercised by the department of justice in the selection of the personnel and due inquiries were made as to the character and standing in the community of the appointees. Only those persons who, by reason of their ability, legal learning, and probity were believed to be good material for the judiciary, were recommended for appointment. On May 2, 1924, Judge Angel Roco, of the third judicial district, died. By his death the judiciary lost a faithful, efficient, and energetic young judge. During the year the following promotions, transfers, and original appointments were made upon the recommendation of the department of justice.

#### PROMOTIONS

Fermin Mariano, judge, third judicial district, with station at Laoag, Ilocos Norte, appointed November 26, 1924 (promotion from the twenty-first judicial district).

Juan G. Lesaca, judge, third judicial district, with station at Vigan, Ilocos Sur, appointed November 26, 1924 (promotion from auxiliary judge).

Anastasio R. Teodoro, judge, fourth judicial district, appointed February 7, 1924 (promotion from auxiliary judge).

Ceferino M. Villareal, judge, fifth judicial district, first branch, appointed February 8, 1924 (promotion from fourth judicial district).

Cayetano Lucban, judge, sixth judicial district, with station at Tarlac, Tarlac, appointed February 7, 1924 (promotion from eighth judicial district).

Eulogio P. Revilla, judge, seventh judicial district, with station at Malolos, Bulacan, appointed March 11, 1924 (promotion from auxiliary judge).

Hermogenes Reyes, judge, seventh judicial district, with station at San Fernando, Pampanga, appointed February 8, 1924 (promotion from tenth judicial district).

Jose M. Quintero, judge, eighth judicial district, appointed March 5, 1924 (promotion from auxiliary judge).

Anacleto Diaz, judge, ninth judicial district, VI Branch, appointed February 28, 1924 (promotion from sixth judicial district).

Enrique V. Filamor, judge, thirteenth judicial district, appointed February 28, 1924 (promotion from first judicial district).

Quirico Abeto, judge, seventeenth judicial district, appointed February 7, 1924 (promotion from auxiliary judge).

Jose de la Rama, judge, twentieth judicial district, II Branch, appointed February 7, 1924 (promotion from auxiliary judge).

Delfin Jaranilla, judge, twenty-second judicial district, appointed February 7, 1924 (promotion from auxiliary judge).

Fernando Salas, judge, twenty-third judicial district, II Branch, appointed February 7, 1924 (promotion from seventeenth judicial district).

#### TRANSFERS

Eduardo Gutierrez David, judge, sixth judicial district, with station at Cabanatuan, Nueva Ecija, appointed February 7, 1924 (transfer from twenty-second judicial district).

Francisco Dominguez, judge, tenth judicial district, appointed February 28, 1924 (transfer from thirteenth judicial district).

Nicolas Capistrano, judge, twenty-first judicial district, appointed February 7, 1924 (transfer from eighteenth judicial district).

Conrado Carballo, auxiliary judge, with station at Cabanatuan, Nueva Ecija, appointed November 26, 1924 (transfer from auxiliary judge with station at Vigan, Ilocos Sur).

Manuel V. Moran, auxiliary judge, with station at San Fernando, Pampanga, appointed February 7, 1924 (transfer from auxiliary judge with station at Iloilo, Iloilo).

Luciano Ortiz, auxiliary judge, with station at Maasin, Leyte, appointed November 26, 1924 (transfer from auxiliary judge, with station at Jolo, Sulu).

#### ORIGINAL APPOINTMENTS

Ricardo Paras, eighteenth judicial district, appointed February 28, 1924.

Pedro J. Rich, judge, twenty-seventh judicial district, appointed February 7, 1924.

Bernardo de la Pena, auxiliary judge, with station at Vigan, Ilocos Sur, appointed November 26, 1924.

Buenaventura Reyes, auxiliary judge, with station at Lingayen, Pangasinan, appointed March 5, 1924.

Leopoldo Rovira, auxiliary judge, with station at Iloilo, Iloilo, appointed February 20, 1924.

Emilio Araneta Diaz, auxiliary judge, with station at Sorsogon, Sorsogon, appointed February 28, 1924.

Guillermo F. Pablo, auxiliary judge, with station at Cebu, Cebu, appointed February 7, 1924.

Alfonso M. Recto, auxiliary judge, with station at Tagbilaran, Bohol, appointed February 8, 1924.

Mariano de la Rosa, auxiliary judge, with station at Bacolod, Occidental Negros, appointed November 26, 1924.

Mariano Buyson, auxiliary judge, with station at Jolo, Sulu, appointed November 26, 1924.

With the above promotions, transfers, and original appointments, the year under review ended with a complete judiciary personnel as authorized in Act No. 3107.

With the exception of the judge of the tenth judicial district, comprising the Provinces of Cavite and Palawan, whose salary was increased from ₱8,000 to ₱9,000 per annum by virtue of Act No. 3191, approved on November 29, 1924, the salaries of judges according to the schedule as fixed by Act No. 3107 remained the same.

*Business transacted.*—Since the enactment of Act No. 3107 the matter of which has given the department of justice especial concern is that relating to the efficient and speedy administration of justice. From the beginning until the end of the year 1924 a closer supervision has been exercised over the work of the courts of first instance; consistent and persistent endeavors were made and more effective measures adopted. In order to relieve the congestion of cases in the courts of first instance throughout the islands, 19 judges were assigned on vacation duty.

Ten of these 19 vacation judges and 14 additional judges were given especial assignments to hold special terms of court in the different localities of the archipelago. Not only this, on June 26, 1924, a circular letter was sent to all the judges of first instance calling upon their cooperation to add extra time in holding court session and to try all within their means to expedite the disposition of cases in order to bring about a record that would not only break that of the previous year, but also make the year's record unique in the courts' accomplishments in the administration of justice in the Philippine Islands. Again, on July 14 of the same year, another circular letter was issued by this department suggesting that in order to further expedite the disposition of cases pending in various courts of first instance, judges delegate to the justices of the peace of the provincial capitals such cases as could be delegated in accordance with law.

Besides these circular letters, on July 3, 1924, a letter was sent to all and everyone of the judges of first instance of Manila suggesting them to equally try and dispose of criminal and civil cases, for, previous to the issuance of this letter, only some of the judges of Manila were taking cognizance of criminal and civil cases, respectively, especially probate cases. As a result of the above steps taken by the department of justice, there has been observed in the courts of first instance of Manila and in most important provinces, namely, Pangasinan, Nueva Ecija, Batangas, Camarines Sur, Leyte, Occidental Negros, Cebu, Iloilo, Cagayan, Ilocos Norte, La Union, Tarlac, Pampanga, Bulacan, and Rizal, a remarkable decrease in the number of pending cases from the first month of the last semester until the end of the year 1924. Another fact which undoubtedly contributed to decrease the number of pending cases at the end of the year may be traced to department Circular No. 13 of October 6, 1924, to all judges of first instance, suggesting that pursuant to the provision of paragraph 3 of section 127 of the Code of Civil Procedure, all those cases which were found lying idle without action for at least six months because the parties failed to prosecute or otherwise lost interest therein be dismissed for lack of action on their part or their attorneys. An examination of the data in hand discloses that 23,785 cases, between civil and criminal, were disposed of during the year 1924 as against 22,902 cases disposed of during the year 1923, and the number of pending cases at the end of 1924 was 22,245 as against 25,185 pending at the end of the previous year, or a balance of 883 more cases disposed of during the year 1924 than the previous year and 2,940 cases less pending at the end of 1924 than the number of cases pending at the end of the previous year. It will therefore be seen that there have been more cases disposed of during the year 1924 than in 1923 and that a considerable decrease of pending cases has been recorded at the end of the year 1924, thus showing affirmatively that the courts' accomplishments during the year 1924 have outdone those of the previous year.

Another fact which bears the undersigned out in his statement that the courts' accomplishments of 1924 broke last year's record may be found in the following statement of the director of prisons:

"The number of commitments by the court was 5,941 for Bilibid prison, 169 for San Ramon, and 122 for Bontoc as against 4,986, 186, and 70, respectively, for the year 1923. The increase recorded is doubtless due to the activity of the courts in promptly disposing of criminal cases pending before them."

But there would have been more achievements, as expected, by the courts of first instance during the year 1924 were it not for the reason that several judges were granted leave of absence long overdue during the year, and others given especial assignments to exclusively attend to the prompt disposition of cadastral cases in the islands.

*Cadastral cases.*—With a view to expediting the disposition of cadastral cases throughout the islands effective measures were adopted by the department of justice. Thirteen judges of first instance were given especial assignments during the year in order to expedite the disposition of cadastral cases by sending them, upon petition of the respective municipal councils and government officials, to different localities where the land in question was situated in order to give every facility to the interested parties. At the initiative of the department of justice, three meetings were held in the office of the secretary of justice on June 26–28, 1924, which were attended by several judges of first instance and some government officials who, on account of the nature of their official duties, had something to do with the disposition of cadastral cases. Resolutions and procedure for a uniform, orderly, and speedy disposition of cadastral cases were drafted during the meetings, which resolutions and procedure were furnished to all the judges of first instance for their guidance in connection with the hearing and disposition of cadastral cases; nay, a circular letter was sent to all the judges of first instance in charge of the hearing of cadastral cases, urging them to try all within their

means to accelerate the disposition of said cases. The results obtained have been, as expected, very satisfactory. During the year 20,453 decrees were issued by the chief of the general land registration office in cadastral cases as against 11,838 issued during the previous year, or a balance of 8,618 more decrees issued during 1924.

*Collections.*—During the year, ₱334,986.81 were received by the clerks of court as fees, fines, and costs, or ₱2,760.59 less than those collected during the previous year.

#### JUSTICE OF THE PEACE COURTS

*Personnel.*—Great care has been exercised in the selection of the personnel. Following the policy of this department inaugurated under Act No. 3107 and with a view to improving the administration of justice in the justice of the peace courts, attorneys at law were given preference in the matter of appointment. Not only in the provincial capitals and in the first-class municipalities, as provided by law, attorneys at law were availed of but also in other municipalities where the examination requisite is enough. Only duly qualified persons, by reason of their moral character, reputation, and ability, were appointed to the positions. During the year there were appointed 290 justices and auxiliary justices of the peace. One hundred and twenty-nine complaints were preferred against justices and auxiliary justices of the peace, 15 were found guilty and removed, 1 suspended, 10 retired on account of old age, 17 pending final action, and the rest of the complaints some of which were dismissed and some still in process of investigation.

*Business transacted.*—No statement of the work performed by the justices of the peace during the year 1924 can be made at this time owing to the lack of complete data, some of the justices of the peace having not yet submitted their respective reports. As soon as complete data are available, the supplementary report will be submitted by this office covering the work done by all the justices of the peace throughout the islands.

#### BUREAU OF JUSTICE

*Personnel.*—During the year 1924 Messrs. Alfonso M. Recto and Buenaventura Reyes, ranking assistant attorneys of the bureau of justice, were appointed to the bench, the vacancies left by them having been filled up by promotions of other assistant attorneys. Several appointments for assistant attorneys were also made during the year.

*Business transacted.*—During the year there were rendered by the attorney general 281 written opinions to the different functionaries and officials of the government as against 331 of the same item corresponding to the previous year. There were also presented by the attorney general during the year 1,234 briefs and arguments and 1,246 motions as against 1,355 briefs and arguments and 1,026 motions presented during the previous year. The attorney general also appeared before the public utility commissioner in cases concerning the reduction of passenger and freight rates of coastwise steamers filed by the members of the Philippine and Cebu Shipowners' Association. In both cases the attorney general, on behalf of the public, has succeeded in obtaining substantial reduction of passenger and freight rates on the coastwise steamers. He also appeared before the public utility commissioner in behalf of the respondent in the case of Philippine Shipowners' Association *v.* the Bureau of Commerce and Industry, which case was decided in favor of the latter. During the year the attorney general also appeared in behalf of government officials before the supreme court and the various courts of first instance in 16 cases of especial legal remedies. The attorney general won 10 of these cases and lost 3, the remaining 3 pending decision. There were also handled by the attorney general 33 cases of habeas corpus in representation of the director of prisons and the insular collector of customs, 9 of which were granted, 21 denied, and the remaining 3 pending decision.

During the period covered by this report the bureau of justice conducted 127 cases in the court of first instance of Manila and 75 cases in the various courts of first instance and 16 in the municipal court of the city of Manila. Besides the military and civil reservation cases handled by the bureau of justice, there were 2,654 cadastral and ordinary land cases intervened by the bureau of justice in which the government was interested, having opposed registration to 185 of said cases. The bureau of justice has also conducted 43 investigations against attorneys in private practice and candidates for bar examination looking toward their suspension, disbarment, and disqualification, and 7 administrative investigations against provincial fiscals and employees of the judiciary. During the



same period the attorney general prepared 141 contracts of mortgages and 91 discharges of mortgages by the Philippine Savings Bank involving the aggregate amount of ₱2,585,248.21 as against 90 contracts of mortgages and 73 discharges of mortgages prepared the previous year, involving the aggregate amount of ₱1,244,147.61. He has also instituted foreclosure proceedings of 12 mortgages in favor of the Philippine Savings Bank, the late Agricultural Bank, and the bureau of lands. Finally the bureau of justice received and disposed of 181,047 routine communications.

*Collection of accounts.*—During the year the bureau of justice has also taken charge of the collection of accounts due the different offices of the government aggregating the sum of ₱143,311.33.

*Administration of estates.*—During the year 24 citizens of the United States died in the Philippine Islands whose estates were administered by the attorney general. During the same period he has settled 30 estates and 14 estates left in process of settlements.

The following is a statement of the funds of the estates of deceased citizens of the United States:

Balance, Dec. 31, 1923	₱20, 760. 62
Receipts, fiscal year 1924	14, 724. 63
Total	35, 485. 25
Disbursements, fiscal year 1924	14, 542. 69
Balance, Dec. 31, 1924	20, 942. 56
Total	35, 485. 25

#### GENERAL LAND REGISTRATION OFFICE

One of the important legislative measures enacted by the legislature during the year covered by this report and which affects the administration of the general land registration office is Act No. 3156, reorganizing the offices of the registers of deeds. Prior to the passage of this new legislation the duties of registers of deeds in the Provinces, with the exception of two, were being handled ex-officio by the provincials fiscals, with the result that the registration of properties in the Provinces was in most cases neglected due to the fact that the provincial fiscals, being the public prosecutors and at the same time legal advisers of the Provinces and its municipalities, could not well attend to that kind of work which was then entrusted to a mere clerk, and for this reason many complaints were frequently received in the department of justice because of the delay observed in the registration of properties in the Provinces. With a view to averting this irregularity a bill was submitted to the legislature by this department, the now known Act No. 3156, which is designed to revive the offices of registers of deeds in the Provinces. Under this act, registers of deeds and their subordinate employees are placed under the administrative control of the chief of the general land registration office. Registers of deeds are appointed by the Governor General with the consent of the Philippine Senate, and their subordinate employees by the secretary of justice upon the recommendation of the chief of the general land registration office. By this act it is believed that the registration of properties in the Provinces will be better attended to and the fiscal service greatly enhanced.

*Personnel.*—No change has been effected in the general land registration office personnel during the year 1924.

*Business transacted.*—Twenty-two thousand four hundred and sixty-five decrees corresponding to 1,801 ordinary and cadastral cases were issued by the office against 14,238 decrees corresponding to 2,050 cases issued during the previous year. These decrees comprise 24,841 lots covering an area of 744,381,258 square meters as against 16,817 lots with an area of 823,481,617 square meters for the year 1923. There were also issued 1,771 notices involving 66,889 parties notified against 2,321 notices involving 99,402 parties issued in the year 1923. During the same period there were 194 cadastral cases and 2,207 ordinary cases examined by the office for publication, and 1,801 cases examined for the issuance of the decrees against 2,255 cases examined in the preceding year, and 5,266 blue print copies of plans were made in the office against 3,641 copies made in the previous year. Finally there were prepared by the office 22,200 original certificates of title with their corresponding owners' duplicates against 13,632 for the previous year.

*Decreets.*—During the last seven years, the following decrees were issued by the general land registration office with the area of land covered by said decrees, showing a progress on a per capita basis:

Years	Decreets, total	Decreets, per capita	Hectares, total	Hectares, per capita
1918.....	10, 198	0. 0009	52, 624	0. 005
1919.....	13, 538	.0012	63, 947	.006
1920.....	14, 288	.0013	76, 105	.007
1921.....	16, 475	.0014	61, 138	.0055
1922.....	13, 996	.0012	59, 621	.0052
1923.....	14, 238	.0012	82, 349	.0071
1924.....	22, 465	.0019	74, 438	.0063

The per capita figures have been taken upon the basis of the population given in the census of 1918 for that year with a yearly increase of 2.3 per cent over each previous year for the succeeding one. According to this the population for the year 1924 is assumed as 11,822,188.

The total number of decrees issued up to December 31, 1924, since the adoption in the Philippines of the Torrens title system is 168,472, which represents 0.01425 decree per capita, or 1 decree for each 70 inhabitants.

The total area of registered lands is 1,420,104 hectares and represents 0.1201 hectare or 1,201 square meters per capita. Taking the total area of the Philippine Islands as a basis, as given in the last census (29,529,600 hectares), the percentage of registered lands is about 4.81 per cent.

The above data do not include the area of patented lands under the provisions of the public land act, as they do not fall within the scope of the general land registration office, but within that of the bureau of lands.

*Cases disposed of by the courts.*—The number of cases (cadastral cases excluded) disposed of by the courts since the establishment of the Torrens system in the Philippine Islands may be found in the following table:

Fiscal years	Number of cases—			
	Con- firmed	Denied	Dis- missed	Total
1903 (to June 30).....	19	-----	2	21
1903-1904.....	204	9	15	228
1904-1905.....	377	21	15	413
1905-1906.....	646	38	26	710
1906-1907.....	689	19	75	783
1907-1908.....	767	29	35	831
1908-1909.....	1, 019	50	86	1, 155
1909-1910.....	885	30	80	995
1910-1911.....	1, 371	49	226	1, 649
1911-1912.....	830	24	61	915
1912-1913.....	807	32	37	876
1913-(July 1-Dec. 31).....	366	14	19	399
1914 (new fiscal year).....	747	26	19	792
1915.....	999	20	28	1, 047
1916.....	982	25	66	1, 073
1917.....	928	25	32	985
1918.....	992	12	31	1, 036
1919.....	1, 002	9	34	1, 045
1920.....	1, 859	14	34	1, 907
1921.....	1, 614	9	47	1, 670
1922.....	1, 496	9	86	1, 591
1923.....	1, 969	35	175	2, 179
1924.....	1, 504	11	200	1, 715
Total.....	22, 075	511	1, 429	24, 015

Of the total ordinary cases disposed of during the year 1924, appeals were taken in 36 cases, while the number of appealed cases in 1923 was 30. The percentage of appealed cases in 1924 was 2.09 per cent against 1.37 per cent recorded for the preceding year.

*Cadastral cases.*—The following table shows the status of all cadastral cases during the year 1924 as compared with status of said cases during the previous year:

Status	Number of cases	
	1923	1924
Pending setting by the court.....	113	124
Already set but pending publication.....	15	15
Published but pending trial.....	14	9
Being tried or pending decision.....	98	118
Decision not final.....	53	58
Decision final but data are not complete for issuance of decree.....	26	29
Decrees issued pursuant to partial decision.....	11	14
Decrees being prepared.....	9	14
All decrees issued except for a few lots lacking data.....	230	258
All decrees issued.....	37	63
Total.....	606	702

*Manila cadastral and ordinary land cases.*—During the year no application for registration of land was received nor new cadastral cases instituted, but 3,227 ordinary cases and 78 cadastral cases involving over 13,647 lots were terminated. There were also received 43 requests for advice from the registers of deeds and submitted to the judge, fourth branch, of the court of first instance of Manila.

*Registers of deeds.*—Although Act No. 3156 was approved on March 16, 1924, the reorganization of the offices of the registers of deeds did not, however, take effect until June of the same year. Except for the city of Manila and the Province of Zamboanga, no regular register of deeds had been appointed until the end of the year. The deputy fiscals of Pampanga and Tayabas were, however, designated to act temporarily as registers of deeds for said provinces, the Provincial fiscals concerned, who under the law were to act as ex-officio registers of deeds, being unable to attend to registration work without detriment to their regular duties. During the year there were 28,863 certificates of title issued by the registers of deeds under the land registration act, the cadastral and public land act, 14,672 instruments recorded under Act 496, 782 instruments under the Spanish mortgage law, 6,648 instruments under Act 2837, 6,290 instruments under the chattel mortgage law, 44 provisional certificates, 499 certificates of apportionment of water according to priority, and 104 certificates of water right.

The reorganization act appropriated the sum of ₱200,000 for payment of salaries of personnel and other incidental expenses but only the sum of ₱122,500 was released by the council of state to cover the expenditures from June 1 to December 31, 1924, the actual total expenses amounting to ₱104,776.75 only, which means a saving of ₱17,723.25. The income from registers of deeds' fees from June 1 to December 31, 1924, amounted to ₱145,517.70, which compared with the actual expenditures, give a net earning of ₱38,740.95 in favor of the insular government.

*Collections.*—The amount collected by the general land registration office during the year 1924 as registration fees and miscellaneous service aggregates the sum of ₱198,160.24, ₱143,517.70 of which corresponding to the registers of deeds, ₱39,519.20 to clerks of court, and ₱15,132.54 to the central office.

*Expenditures.*—During the year the cost of maintenance of the general land registration office amounted to ₱287,931.62 against ₱184,523.33 for the previous year. The increase in the expenditures for 1924 is due to the reorganization of the office of the registers of deeds.

#### PUBLIC UTILITY COMMISSION

*Personnel.*—The reorganization of the commission as contemplated in Act 3108 has not been fully carried out during the year covered by this report. With the exception of the assistant commissioner, no new personnel as provided in said act has been appointed during the year. Hon. Eulogio P. Revilla, then city fiscal of Manila, was appointed and qualified to the position of assistant commissioner on March 1, 1924, but was later appointed judge of first instance, Hon. Manuel V. del Rosario, auxiliary judge of first instance, having been appointed and qualified to the position of assistant commissioner on March 11, 1924. Hon. Mariano Cui, public utility commissioner, was absent on account of illness from August 13 to December 31, 1924.

*Business transacted.*—The work handled by the commission during the year broke the record of the commission's accomplishments since its organization in 1914. Due to the efforts exerted by the commission to enforce the public utility law by having all persons, copartnerships, or corporations operating in the Philippine Islands as public utilities obtain certificates of public convenience, and to the adjustment of steamship rates and the tendency of almost all utilities, especially common carriers by land, to bring down rates, the number of cases registered during the year has surpassed that of the previous year. The cooperation extended by the insular collector of customs by denying clearance to such vessels operating without certificates of public convenience and the strict control placed upon the operation of motor vehicles also account to a certain extent for this increase of the commission activities. The number of cases filed with and disposed of by the commission during the year was 1,862 classified as follows: 1,144 cases re certificate of public convenience; 4 sale of property; 80 modification in rates; 7 modification of certificate of public convenience; 4 revocation of certificate of public convenience; 16 change in itineraries and schedules; 10 change in equipment; 251 permits to make special trips; 76 complaints filed against various public utilities; 5 mortgage of properties; 10 sale of round-trip tickets; 76 increase of equipment; 54 substitution of equipment; 13 extension of route; 3 authority to charter; 6 authority to increase capital; and 60 miscellaneous matters. An examination of the above cases shows a steady increase in the number of operating utilities in the islands, a revision of existing rates as demanded by the present economic conditions and a marked familiarity by the public with the public utility commission regulations as indicated by the number of formal complaints filed.

The following is a comparative statement of the number of cases filed every year since the organization of the public utility commission:

1914	164	1921	512
1915	550	1922	488
1916	116	1923	1, 144
1917	141	1924	1, 862
1918	299		
1919	428	Total	6, 119
1920	415		

*Rate cases.*—Judging from the number of cases relating to the reduction of rates presented during the year, it can be stated that business is returning to its normal condition as indicated by the tendency of the different public utilities to make a downward revision of the existing rates, the Manila Railroad Co. leading among the transportation agencies by land. Truck transportation companies have also reduced their rates to a point that it can be safely said that the transportation by land in the Philippines is one of the cheapest if not the cheapest of all in the world. A general reduction of 5 per cent in passenger and from 10 to 25 per cent in freight rates has also been made in the interisland shipping rates of all shipowners operating in the islands.

The following is a comparative statement of the maximum increases granted during the European War and of the increases now in force, showing to what extent the interisland shipping rates have been brought down to date:

Routes	Maximum increases allowed		Present increases	
	Passenger	Freight	Passenger	Freight
	<i>Per cent</i>	<i>Per cent</i>	<i>Per cent</i>	<i>Per cent</i>
Manila-Cebu-Iloilo	<sup>1</sup> 50-40	50	20	30
Manila-Mindanao	50-40	125	20	40
Manila-Albay-Sorsogon	50-40	125	20	40
Manila-Albay-Sorgogon	50-40	125	20	40
Manila-Romblon-Capiz	50-40	150	20	60 and 50
Manila-Leyte-Samar	50-40	125	20	40
Manila-Palawan	50-40	125	20	75
Manila-North Luzon	50-40	135	20	40
Manila-Mindoro-Tayabas-Marinduque	50	150	None.	75
Cebu-Iloilo to other Visayan ports	50	110	15	50

<sup>1</sup> Increase on third-class fares.

<sup>2</sup> For second-class vessels.

*Number of operating utilities.*—A comparative examination of the number of existing utilities during the years 1923 and 1924 shows an increase of about 50 per cent. Aside from the work involved in the handling of formal cases expedited during the year the commission exercises continued supervision over the existing utilities, which are classified as follows:

Utilities:

Autotrucks and automobiles.....	1, 083
Bancas.....	18
Electric plants.....	53
Ferries.....	2
Gas plant.....	1
Ice plants.....	24
Lorchas, palleboats, and sailboats.....	69
Minor motor launches.....	35
Motor launches.....	66
Railroads.....	4
Steamers and steamship lines.....	86
Street railway.....	1
Telephone systems.....	39
Water systems.....	7
Wharves.....	28
Total number.....	1, 516

The above includes insular, provincial, and municipal government operating wharf systems, ice plants, electric systems, and transportation service over which the commission likewise exercises jurisdiction and control.

*Incomes and expenses.*—The total collections for the year 1924 from all sources amounted to P54,084.73 as against P38,048.33 for the 8 months of the previous year under the provision of Act 3108, while the total expenses for the whole year 1924 amounted to P67,277.62 as against P45,396.76 for the previous year.

In its annual report for the year 1923 this department had the following to say in connection with the collection of fees by the commission:

"The principal aim of the collection of fees from public utilities as provided in the reorganization act of the commission is to have that portion of the public which really make use of, or is benefited by, the services of public utilities bear the cost entailed in the regulation and control of such utilities, it being assumed that any other expense incurred by the utilities is added to their rates. This is sound and equitable legislation. Public utilities affected showed no hesitation in making the payment, provided that the funds derived from this source are expended for the purposes of the commission. This spirit pervaded even among those utilities operating under franchises. As the act now stands, however, the fees for certificates issued by the commission are paid for but once, and the result will be that in years to come the incomes of the commission will be gradually reduced. It is, therefore, deemed necessary that the present law be changed so as to make the payment of certificate fees annually, thus maintaining the principle underlying the enactment of this legislation in continuous operation."

A bill amending the present public utility law in line with the above recommendation will be submitted to the coming legislature for enactment.

#### BUREAU OF PRISONS

Through the efficient management of its directors, the bureau of prisons is playing an important rôle in the formation of useful citizens for the country. Like the penal institutions of the civilized countries of the world, the bureau of prisons is no longer a place of tortures where punishments, more or less severe or inhuman, are meted out to convicts or transgressors of law, nor is it a mere place where the accused await trial or the condemned await execution; it is a laboratory where human nature is analyzed in its physical, intellectual, and ethical sides and the minds of the so-called social outcasts are awakened and molded through the application of such reformatory agencies, namely, labor, education, and religion, with the result that even the once habitual offenders are thoroughly trained and rehabilitated and exhibit upon their discharge an average standard of virtue and turn out to be useful citizens. The nature of its activities is such that it can be safely said that the bureau of prisons now ranks as one of the best penal institutions of the world, that it has been the object of most laudable statements on the part of the press as well as of prominent local and foreign authorities, especially those distinguished American and foreign tourists

who visit the Philippines in their travel around the world. It is an honor to quote herein what a prominent American educator of world-wide fame said: "The bureau of prisons is one of the most efficient educational institutions of the world."

*Personnel.*—Mr. Ramon Victorio's services having been efficient and satisfactory; and it having been found that he possesses the tact, command, and ability which are the essential qualifications for a director of a penal institution, he was promoted from the position of assistant to that of the director of the bureau of prisons, and Mr. Manuel Alzate, being one of the oldest officials of the bureau of prisons and by virtue of his long experience and familiarity with the activities of the bureau in his capacity as chief clerk and executive inspector was also promoted from this position to that of assistant director. During the same fiscal year Mr. Ramon P. Mitra, acting superintendent of the Iwahig penal colony, and Mr. Philip Jones, acting superintendent of the San Ramon penal farm, were also promoted to the positions of superintendent of the Iwahig and the San Ramon penal farms, respectively. Mr. Valentin Macasaet, second assistant superintendent of the Iwahig penal colony, was promoted to first assistant superintendent of the same institution, and Capt. A. B. Misa was appointed assistant superintendent of the San Ramon penal farm.

*Prison population.*—On December 31, 1924, the actual prison population of the Philippine Islands was distributed as follows:

Bilibid prison	2, 474
Iwahig penal colony	1, 538
Member of the colonists' family	(211)
San Ramon prison and penal farm	628
Bontoc prison	97
Working at Corregidor	458
Constabulary stations	77
San Lazaro Insane Asylum	28
Luneta police station	52
City boys' reformatory	3
City girls' reformatory	1
Confined in provincial jails	1, 237

Or a total of 6,593 prisoners in confinement at the end of the year against 6,319 prisoners in confinement at the end of the previous year, or an increase of 274 prisoners during 1924. This increase is due to the commitment of the so-called Colorums from Surigao. The following is a comparative statement of the number of prisoners in confinement on December 31 for the past six years:

	1919	1920	1921	1922	1923	1924
Bilibid prison	2, 679	2, 793	2, 769	2, 148	2, 078	2, 474
Iwahig penal colony	1, 101	1, 100	1, 047	1, 368	1, 413	1, 538
Prisoners' families	(42)	(30)	(38)	(85)	(132)	(211)
San Ramon prison and penal farm	597	612	655	767	699	628
Fort Mills stockade, Corregidor	742	627	793	244	573	458
Bontoc prison			140	125	125	97
Philippine Constabulary stations	28	30	29	43	69	77
Puerto Princesa, Palawan	21	21	1	100	39	—
Juvenile reformatory, Manila	3	3	1	1	2	4
Police stations, Manila	35	42	49	60	51	52
San Lazaro Asylum	27	26	18	38	26	28
Provincial prisons	1, 863	1, 576	1, 590	1, 296	1, 343	1, 237
Total	7, 096	6, 830	7, 092	6, 190	6, 319	6, 593

The principal crimes committed by the prisoners in confinement are homicide, murder, theft, and robbery. The number of prisoners committed to Bilibid for the above-mentioned crimes for the past six years is shown in the following comparative statement, there being no available data for those committed to the San Ramon and Bontoc provincial prisons:

	1919	1920	1921	1922	1923	1924
Homicide	124	167	192	192	164	285
Murder	74	78	185	75	82	103
Robbery	183	308	246	233	202	209
Theft	874	871	773	732	731	783

Following is a statement, taken from Table No. 5 of the Report of the Bureau of Prisons, showing the important crimes for which commitments were made during the year 1924:

Crimes	In confinement Jan. 1, 1924	Re- ceived	Dropped	In confinement Dec. 31, 1924
Adultery.....	68	158	160	66
Embezzlement.....	158	410	412	156
Homicide.....	923	753	616	1,060
Misappropriation of public funds.....	37	48	53	32
Murder.....	799	449	434	814
Parricide.....	150	62	49	163
Physical injuries.....	89	224	194	119
Rape.....	259	210	191	278
Robbery.....	966	782	827	921
Theft.....	784	1,730	1,738	776
Violation of opium law.....	82	471	476	77

*Health and sanitation.*—Judging from the mortality rate of prisoners confined in the various places, it can be assured that the general health of the prisoners is an improvement over the average for the past six years, although a slight increase in the deaths has been recorded during the year 1924 due to the considerable increase of prisoners confined during the year 1924. Of the 88 cases of death as against 64 of the previous year at the insular prison, 39 were for tuberculosis and the rest for general diseases, while in the Iwahig penal colony only 36 deaths among the colonists were recorded during the year against 48 of the previous year. The daily average number of the patients admitted in the hospital was 0.522 for 1924, while that for the previous year was 8.5. At the San Ramon penal farm 4 deaths were recorded during the year against 2 of the previous year, and in the Bontoc prison only 2 cases of dysentery were recorded against 4 of the previous year. The following is a comparative statement of the deaths in several places where prisoners were confined for the past six years:

	1919	1920	1921	1922	1923	1924
Bilibid prison.....	126	103	120	108	64	88
Iwahig penal colony.....	25	21	32	43	48	36
San Ramon penal farm.....	12	5	2	5	2	4
Corregidor.....	7	1	6	5	5	7
Bontoc.....					4	7
Other stations.....	6	2	3	5	11	6
Total.....	176	132	163	166	134	143

It is quoted herein what one of the distinguished American members of the board of educational survey said about the sanitary condition of the bureau of prisons: "An unusually impressive and sanitary institution."

*Discipline.*—Due to strict discipline enforced in the bureau of prisons, the conduct of the prisoners in the insular prison during the period covered by this report has been excellent. Only one serious case has been recorded during the year in which the offender has been punished and brought to court of justice and sentenced according to law. Offenses of slight nature have been dealt with in accordance with the prison rules and regulations. In the Iwahig penal colony, San Ramon penal farm and Bontoc Prison, the deportment of prisoners has been fairly good, no serious offense having been recorded during the year.

In addition to what has been said above and in justice to those in charge of enforcing discipline in the bureau of prisons the following statement of two prominent Americans residing in Baltimore, Md., who visited the bureau of prisons in their tour around the world, is quoted herein: "More than pleased, excellent discipline."

*Education.*—Believing that education is one of the essential elements for the reformation of the prisoners, no little concern was given by the prison authorities to the question of their education. Prisoners are not only taught to earn their honest livelihood upon discharge but are also given such educational aid as is deemed will help awaken their minds. In the bureau of prisons a school for illiterate young prisoners is available during the day and night schools are held

in the evening in all brigades for the purpose of giving opportunity to prisoners who are busy during the day to acquire elementary education. Prisoners of fairly good education are used as teachers. In the Iwahig penal colony there is an elementary school with a teacher provided by the bureau of education to give the necessary elementary education to the children of the colonists and of the employees. In the San Ramon penal farm a similar school is also available.

*Religion.*—Because of the great influence that religion exercises in the rehabilitation and reformation of the prisoners, it has not in the least been neglected. Religious services are conducted by the prison chaplains at Bilibid and at the Iwahig penal colony with a view to inspiring among the prisoners good behavior and right conduct and leading them to the road of good and virtue, that the once parasites and profligate members of the society may turn out useful and good citizens of the country upon release. Prisoners are granted every opportunity to receive the spiritual attention of the minister of the church to which they are affiliated, religious teachings and instruction of the prisoners are accorded by members of the different religious denominations and societies who voluntarily visit the bureau of prisons, and books, periodicals, and pamphlets regarding religious subjects and teachings are also conducted in the San Ramon penal farm by Roman Catholic priests as well as Mohammedan services by the teacher of this religion in behalf of the prisoners professing such faith. No religious services are conducted in the Bontoc Prison due to lack of prison chaplain for the prisoners who are mostly Igorots.

*Amusements and entertainments.*—No efforts have been spared in making the life of the prisoners as pleasant as possible by providing such instructive and reformatory amusements as are possible. Usual recreation and entertainment for the prisoners in all divisions consisting of athletic games, literary, theatrical, and musical programs are provided at Bilibid and at Iwahig penal colony. The bureau of prisons band gives daily concerts at the retreat formation, and the Bilibid orchestra provides a musical program every Saturday and Sunday. Through the kindness of the Universal Film Exchange Co., which furnishes films free of charge, cinematograph shows which are believed will help instruct and reform the prisoners are also given every Saturday and Sunday and on special occasion, and through the generosity and kind cooperation of charitable persons and societies theatrical and magic performances and musical and vocal concerts are given on the Fourth of July, the Xmas holiday season, and Rizal Day.

*Provincial jails.*—Every effort has been exerted in order to keep the department of justice informed of the actual condition of the provincial jails and their prisoners so that necessary steps may be taken for their proper safe-keeping and accommodation and the improvement of their health. Besides the monthly inspection of the provincial jails required of the judges of first instance by a department circular, provincial commanders submit their reports as to the defects of the provincial jails and the general condition of the prisoners. Not only this, the directors of prisons make their annual inspections of the provincial jails and submit their recommendations to the department of justice as conditions demand. By these reports submitted by the judges of first instance, the provincial commanders, and the directors of prisons, this office has been able to note the defects and make such recommendations to the authority concerned as required by the circumstances of each case. In most cases the suggestions and recommendations are given due consideration.

In his annual report submitted to this department in regard to the condition of the provincial jails, the director of prisons has the following to say:

"In the provincial prisons, however, with very few exceptions, the office of the provincial warden has always been made part of the spoils of party politics, and the only remedy to this evil would be to include the position of provincial warden in the classified civil service. One of the evils which the American Prison Association has been fighting against, is the injection of politics in the appointment of persons charged with the great responsibility and sacred duty of transforming transgressors of the law into self-sustaining, law-abiding citizens after their release from prison."

*Expenses and incomes.*—Although the expenses of the prison and industrial departments of the bureau of prisons during the year 1924 exceeded those of the previous year, a saving of ₱80,235.19 from the amount allotted in the appropriation for the expenditure of the industrial division was made during the year. The following is a comparative statement of the expenditures of the prison and industrial divisions during the last four years:



## Prison division:

1921-----	1, 056, 973. 61
1922-----	938, 317. 72
1923-----	792, 799. 89
1924-----	842, 425. 99

## Industrial division:

1921-----	877, 209. 89
1922-----	316, 098. 05
1923-----	207, 484. 76
1924-----	225, 887. 15

More than 90 per cent of the subsistence supplies in the Iwahig penal colony and San Ramon penal farm are from local production. The greater part of the subsistence supplies consumed at Bilibid is purchased and the subsistence of prisoners at Bontoc Insular Prison is being furnished under contract. The cost of prisoners' subsistence in Bilibid and in Iwahig penal colony during the year is much less than that of the previous year. The following is a comparative statement showing the cost of daily subsistence per capita:

	1921	1922	1923	1924
Bilibid-----	P0.2493	P0.2216	P0.1885	P0.1785
Iwahig-----	.2324	.1694	.1612	.1477
San Ramon-----	.1592	.1391	.1459	.1464
Bontoc-----			.275	.275

The daily expense of each prisoner at Bilibid is P0.61, that of the Iwahig about P0.32, that of San Ramon about P0.34 and that of Bontoc about P0.79. The following table showing the yearly and daily cost of maintenance of each and every prisoner confined in the four divisions of the bureau of prisons during the last two years shows that the Iwahig penal colony has the lowest cost of maintenance:

Division	Maintenance	Average number of prisoners	Per capita cost			
			1923		1924	
			Yearly	Daily	Yearly	Daily
Bilibid-----	P506, 993. 34	2, 255. 92	P159. 98	P0. 4383	P224. 74	P0. 6129
Iwahig-----	175, 873. 52	1, 444. 33	139. 28	.3816	121. 76	.3335
San Ramon-----	112, 271. 14	614. 75	162. 02	.4439	166. 36	.4457
Bontoc-----	33, 951. 99	117. 92	290. 06	.7947	287. 92	.7888

The cost of maintenance includes such items as subsistence, clothing, bedding, medicine, administration expenses, etc.

The value of supplies produced by the Iwahig penal colony during the year amounted to P149,209.34; that of San Ramon penal farm amounted to P85,740.02, and that of Bontoc insular prison amounted to P2,087.45, and the total gross income of the industrial shops of Bilibid prison during the year amounted to P235,390.27, without including the estimated income of the department C, which is calculated to be about P50,000 taking into consideration the various repairs and improvements made in the Bilibid Prison during the year.

*Pardons.*—During the year covered by this report, 580 prisoners were granted conditional pardons and 8 unconditional pardons by the Governor General upon the recommendation of the board of pardons created by Executive Order No. 47 of 1922. Taking into consideration the cost of maintenance of each prisoner at Bontoc, Iwahig, San Ramon, and other institutions, which include subsistence, clothing, bedding, medicine, administration expenses, etc., the government would have spent P301,530.15 for the maintenance of these pardoned prisoners during the year 1924 which amount was saved by the government due to the release of said prisoners. During the same year 1 prisoner was released by parole, 15 were deported to the United States by the Governor General and 53 to China.

*Visitors.*—It is estimated that at least 10,000 people visited the bureau of prisons during the year 1924, including a great number of foreigners from all parts of the world, especially prominent American tourists, about 2,000 in number and who came on different tourist steamers. It is gratifying to state herein that unsolicited complimentary remarks with respect to management, discipline, and cleanliness of Bilibid Prison have been made by these distinguished tourists.

## PHILIPPINE LIBRARY AND MUSEUM

Notwithstanding the rigid economy observed with a view to limiting the expenses to the amount appropriated, the advancement of the Philippine Library and Museum has followed its course. Upon the enactment of Act No. 3134, known as the copyright law, and at the beginning of the third quarter of the year 1924 the long needed copyright office was inaugurated in this bureau, the same being placed under the direct charge of the chief of the administrative division. So enthusiastic have the people been that even just after the passage of the law, applications have come from all quarters, the action on the same had simply to be withheld pending the approval of the rules and regulations governing the registration of copyrights. Judging from the number of books that has been registered for copyright during the last quarter of the year, there has been awakening interest among the people in the writing and publication of books and other literary production. This is due to the fact that by the provision of the copyright law the people are now sure to reap the benefits which their works would yield. With this new piece of legislation it is believed that a yearly increase in the income of the Philippine Library and Museum would be recorded.

Besides the creation of the copyright office, the organization of the Pangasinan library branch at Lingayen, the establishment of provincial deposit station libraries at the capitals of Davao, Oriental Negros, Camarines Norte, and a few traveling libraries throughout the Philippines are among the most important accomplishments of the Philippine Library and Museum during the year 1924 and which evidence the continued expansion of the activities of this institution.

*Personnel.*—With the exception of certain promotions to division chiefs, no important change of personnel has taken place during the year. Doctor Tavera, the director of the bureau, was absent in the United States for a period of six months on special detail, Mr. Jose Zurbito, the assistant director, having been designated to act as director thereof.

*Business transacted.*—At the end of the year 1924 there were 145,822 bound volumes available for the public use, or an increase of 6,234 books over the previous year; the total number of pamphlets acquired during the year, including public documents, maps, manuscripts, etc., was 131,800, making a total of 389,465. There were also 765 periodicals and magazines, local and foreign, subscribed to during the year 1924, against 726 of the same item corresponding to the previous year. At the close of the year 1924, 56,046 borrowers or card holders in the main as well as in the branch libraries were recorded, or an increase—which is the biggest yet attained in a given year—of 8,588 over the previous year, while the number of books in circulation amounted to 243,559, against 268,478 of the previous year. The number of readers registered during the year was 388,233, or an increase of 89,522 over the previous year, which is the biggest increase ever recorded in the annual reports of the bureau. These readers represent professional men and women, merchants, Filipinos, and foreigners from all walks of life. The number of books and other reference materials consulted by the above readers during the year was 323,918, or 149,952 more than those consulted during the previous year. Assistance was also rendered in the preparation of reference and research work on different topics and subjects as required by the public in general and by members of the legislature and administrative officials of the government, which work gives the figure of 12,277, or 2,340 more than in the previous year. The bills drafted during the year amounted to 106, against 138 during the previous year, and the number of works copyrighted in accordance with the new copyright law during the last three months of the year amounted to 99.

*Library branches.*—In consonance with the policy of the administration to extend to the Provinces the cultural benefits which the people may derive from a public library, every facility has been afforded, wherever possible, for the establishment of library branches in the provinces in order to acquaint them with the library developments in other parts of the world. To this end, and in response to the constant demands from certain parts of the islands for the extension of library service, the Pangasinan library branch has been organized, also provincial deposit station libraries at the capitals of Davao, Negros Oriental, and Camarines Norte, and a few traveling libraries have been established during the year in spite of the financial difficulties with which the administration of the bureau was confronted. During the year there were 9 library branches in active operation in the different parts of the islands, and the total number of books in existence and periodicals and magazines subscribed to was 22,800 and 356, respectively, 21,363 and 357 of the same items corresponding to the previous year.

In the number of card holders or borrowers in 1924 the Iloilo branch led with 3,486 borrowers, Ilocos Norte and Cebu ranking second and third with 2,905

and 2,638, respectively; in books circulated Cebu led with 19,077, Iloilo and Ilocos Norte ranking second and third with 16,790 and 13,278, respectively; as to reference materials consulted in the reading rooms, the Ilocos Norte branch ranked first with 75,654, Cebu and Camarines Sur ranking second and third with 22,343 and 22,281, respectively; and the Ilocos Norte branch again led in the number of readers, with 76,405, Ilocos Sur and Batangas ranking second and third with 44,236 and 41,049, respectively.

In connection with the establishment of library branches in the different parts of the Philippine Islands, Dr. T. H. Pardo de Tavera, director of Philippine Library and Museum, said the following in his annual report for the year 1924:

"The present law under which the extension libraries operate is not conducive to rapid progress, because it involves much expense to the insular treasury. The Provinces should be made to pay part of the expenses for books and equipment so as to engender in them some sense of ownership that will make them interested in their maintenance and enlargement, thereby virtually putting the progress of the individual branches in the hands of the respective governmental units. A law should be passed making an offer to all Provinces or municipalities that if they appropriate a certain sum for the establishment and maintenance of libraries in their respective localities the insular government will contribute an equal or double amount, it being understood that the administration thereof is to remain in the hands of the director of the Philippine Library and Museum. Such law will remove the establishment and maintenances, and will put a premium on local interest and financial capacity to aid the insular government in maintaining such institutions."

*Bureau of science library.*—There were added during the year to the collection of this library 1,875 bound volumes, making the total collection thereof at the close of the year 55,940. There were also 10,806 publications charged out during the year, which gave an increase of 788 over the figure for the preceding year, and the number of the publications consulted amounted to 28,969. A reference service has also been rendered to all classes of people, the most important of which being that given to the United States authorities requesting a compiled bibliography on the history of education in the Philippines.

*Supreme court library.*—During the year there were received 288 books, thus making a total number of 15,287 volumes in the library at the close of the year, containing 1,400 titles; 5,400 readers were recorded during the year, 203 books loaned to different persons for home use. There were also 8 law journals and reviews subscribed to from different parts of the world.

*Museum activities.*—In spite of the financial and space problems with which it was confronted, the Philippine Museum has accomplished its mission, that of serving as an instructive and educational exhibition of the historical, scientific, and artistic national riches of the Philippines for the education of our people and those of future generations, with a view to educating our people in an appreciation of the historical, ethnological and artistic as well as scientific character of our museum objects. Letters of invitation have been sent out to principals, teachers, and directors of the different schools, both public and private. Teachers as well as students have shown great interest in our collection and are now beginning to realize the value of the museum and its relation to education. As to the use of the museum for the public, persons interested are admitted freely into the building to see the exhibits. During the year the number of visitors registered was 6,524, or an increase of 1,776 over the previous year, two-thirds of whom were students, the rest being tourists and scientists.

*Building and space problem.*—While the condition of the library building has been greatly improved on account of some repairs made therein, the room and space problem of the institution remains still unsolved. The activities of the library have outgrown the building so that the present structure is rather unfit for so important an institution. Not only this, some of its important divisions, the archives and museum, are housed in different parts of the city and those who come to the central collection, especially foreigners, are deprived of the opportunity to appreciate the valuable assets of the library stored in these two divisions. The following is quoted from the annual report of the director of the Philippine Library and Museum relative to its building and space problem:

"This bureau has long felt the need for a more adequate building in order to provide more room for its ever-increasing activities. As one enters the library, he will readily see the congestion of the offices, especially the reading rooms. Thousands of books and other publications are not made accessible to the public for lack of proper space and shelving. This condition may be also said of the museum and archives divisions. On account of the lack of necessary space,

thousands of documents of great importance in the archives are not properly kept. Museum specimens are likewise being stored instead of being exhibited."

*Total value of property.*—The total value of the entire property of the Philippine Library and Museum at the end of the year 1923 was ₱845,361.98, while at the end of the year covered by this report its value amounted to ₱878,843.68, or an increase of ₱33,481.70 over the previous year, due to the new books added or purchased during the year 1924. The valuation includes the various amounts paid by the government for special collections.

*Incomes and expenses.*—The incomes earned from miscellaneous sources during the year 1924 amounted to ₱3,550.93, against ₱3,344.89 for the previous year, while the expenses incurred by the government in maintaining the Philippine Library and Museum during the year amounted to ₱179,186.24, or an increase of ₱20,289.01 over the previous year.

#### CONCLUSION

Summing up, after a comparative survey of the business transacted by the different bureaus and offices under the department of justice during the years 1923 and 1924 as reported above, we can affirm that the expansion of the department activities noted in 1923 as outlined in the "four-year program" submitted to the Governor General continued during the year covered by this report.

Respectfully submitted.

LUIS P. TORRES,  
*Acting Secretary of Justice.*

The GOVERNOR GENERAL, *Manila.*

# REPORT OF THE SECRETARY OF AGRICULTURE AND NATURAL RESOURCES

JANUARY 1 TO DECEMBER 31, 1924

DEPARTMENT OF AGRICULTURE AND NATURAL RESOURCES,

April 17, 1925.

SIR: I have the honor to submit hereby the annual report of the department of agriculture and natural resources for the year ending December 31, 1924. Copies of the reports of the bureaus under this department have been forwarded to your office.

## GENERAL STATEMENTS

*Office of the secretary.*—There has been no change in the personnel of the office of the secretary. The undersecretary continued as acting secretary of the department throughout the year.

*Appropriation.*—With the appropriations for the bureaus under this department remaining practically the same as those for 1923, the statement made in our report for that year relative to the necessity of more adequate funds for the proper protection, conservation and development of the country's natural resources and agriculture and the proper survey and disposition of our public lands still holds true.

*Policy.*—Inasmuch as land classification is a legal prerequisite to the opening of public lands to concession and disposition for agricultural purposes, the department, for the guidance of the bureau of forestry and the bureau of lands, has formally laid down the general policy to have the land classification work done in the following order of importance: First, in localities or regions where a large number of land settlers are actually found; second, in those to which the tide of immigration of settlers is flowing; and third, in those which, because of their peculiarly favorable conditions, are likely to be preferred by land settlers.

*Legislation.*—Most important among the laws affecting the Department of Agriculture and Natural Resources enacted during the year are:

Act No. 3137.—An act appropriating the sum of twenty thousand pesos, to be used in the cementation, repair, and reconstruction of corrals, etc., at the Sisman Matadero and Quarantine Station, and authorizing the director of agriculture to disburse the same, and for other purposes. (Approved, March 6, 1924.)

Act No. 3146. An act authorizing provincial boards to establish a locust-extermination tax, upon recommendation of the director of agriculture, and providing for the collection and disbursement of the same, establishing penalties for delinquency in the payment of said tax, and authorizing justices of the peace to impose the proper penalty upon delinquents, and for other purposes. (Approved, March 6, 1924.)

Act No. 3151. An act to make an additional appropriation of eighty thousand pesos for the campaign for the eradication of anthrax under the provisions of act numbered thirty-one hundred and nineteen, and for other purposes. (Approved, March 6, 1924.)

Act No. 3155. An act to prohibit the importation into the Philippine Islands of cattle from foreign countries, and for other purposes. (Approved, March 8, 1924.)

Act No. 3158. An act to repeal act numbered twenty-one hundred and seventy-six. Re pasture of cattle in public lands. (Approved, March 8, 1924.)

Act No. 3160. An act amending section four of act numbered twenty-five hundred and eight, entitled "An act regulating the creation and operation of rural agricultural credit cooperative associations and for other purposes" in order to authorize the creation of agricultural credit cooperative associations in municipal districts within the specially organized provinces, and for other purposes. (Approved, March 8, 1924.)

Act No. 3163. An act to provide for the organization of scouting parties to locate and fight locusts in isolated and remote places, and for other purposes. (Approved, March 8, 1924, for the fiscal year ending December 31, 1924, only.)

Act No. 3164. An act to amend section forty-one of act numbered twenty-eight hundred and seventy-four, known as the public land act. (Approved, May 6, 1924. Declared in force by Proclamation No. 16, series of 1924.)

Act No. 3166. An act providing for the use of rinderpest vaccine in the control of rinderpest and other contagious and infectious cattle diseases, appropriates the sum of one hundred thousand pesos, and for other purposes. (Approved, October 2, 1924.)

Act No. 3179. An act to amend sections three, nine, and twelve of act numbered twenty-six hundred and thirteen, entitled "An act to improve the methods of production and the quality of tobacco in the Philippines and to develop the export trade therein," and for other purposes. (Approved, November 25, 1924.)

Act No. 3219. An act to amend certain sections of the act known as "the public land act," and for other purposes. (Approved by the President of the United States January 19, 1925.)

## BUREAU OF AGRICULTURE

### AGRICULTURAL CONDITIONS<sup>1</sup>

Weather conditions were more unfavorable for a number of crops in 1924 than for several years past. Typhoons in July and August caused an extraordinarily heavy rainfall, but the next two months were generally quite dry, except in Northern Luzon, and in November two typhoons with unusual rains caused large floods. It is estimated that about 17 per cent of the total area planted to the principal crops was damaged this year by too much water, as against 8 per cent the previous year.

Locusts and other plant pests had to be contended with. Heart rot and bunchy top, two serious diseases of abaca, have caused considerable damage to the abaca plantations in some places. There has been, however, a remarkable improvement this year in the locust situation, and it is estimated that the pest damaged only about one-fourth of 1 per cent of the total area planted to the leading crops as compared with 1½ per cent in 1923.

On the other hand, the high prices prevailing in the middle of the agricultural year continued until the end, and this spurred the farmers to strenuous efforts that succeeded, in many instances, in saving the crops so that the year 1923-24 was as a whole one of the best years for the Islands.

### *Area planted in hectares*

Years	Palay	Corn	Sugar cane	Coconut	Abaca	Tobacco	Total
1903.....	592,766	107,980	71,885	148,245	217,810	31,417	1,170,103
1918.....	1,368,140	418,390	208,510	335,600	512,510	78,440	2,918,590
1919.....	1,381,340	430,710	200,200	373,250	515,540	73,860	2,974,920
1920.....	1,484,890	537,130	197,400	397,030	559,360	101,120	3,276,930
1921.....	1,673,380	543,530	241,340	417,960	548,090	90,980	3,515,580
1922.....	1,661,430	549,960	240,820	422,680	494,990	59,870	3,429,750
1923.....	1,675,870	557,690	227,290	456,830	513,420	64,730	3,495,830
1924.....	1,737,910	533,230	227,190	460,440	485,340	72,090	3,516,200

*Palay (rough rice).*—The largest area on record was planted this year to this crop, but unfavorable weather caused the production to fall 5 per cent lower than that for the year preceding. In 1924 there were 1,737,910 hectares cultivated, as against 1,675,870 in 1923, or an increase of 4 per cent, while the corresponding productions were 41,570,700 and 43,790,500 cavans, respectively. This shows a decrease in the average yield per hectare of from 26 cavans in 1923 to 24 cavans in 1924. The prices were decidedly good, averaging ₱4.20 per cavan. This is the highest on record, exceeded only by the prices for 1919 and 1920, the periods of inflated values, so that the total value of the production, though the quantity was less, amounted to the respectable sum of ₱172,957,290, or 16 per cent more than the value for the 1923 crop, which was only ₱149,475,950.

<sup>1</sup> The crop statistics given everywhere in this report are, as usual, for years ending June 30.

Tarlac, La Union, Zambales, Nueva Ecija, Pampanga, Bulacan, Pangasinan and Ilocos Sur—that is, the centers of production of this important food crop—sustained the heaviest losses during the year. These provinces produced altogether in 1924 only 19,689,300 cavans, while in 1923 they raised 23,930,700 cavans, or a reduction of 18 per cent.

On the other hand, the provinces of Sulu, Cotabato, and Davao almost doubled their production this year; and Bukidnon, Surigao, Antique, Agusan, Cebu, Lanao, and Occidental Negros recorded increases of from 27 to 62 per cent this year as compared with the preceding crop.

*Sugar cane.*—With a total area almost equal to that planted in 1923, this crop registered this year an increase of 11 per cent in the production of sugar and of 20 per cent in the total value. There were planted 227,190 hectares, as against 227,270 in 1923, and the production was 7,132,640 piculs of sugar, 456,100 piculs of panochas, 3,880,570 liters of basi and 2,976,550 liters of molasses as compared with 6,446,800 piculs of sugar, 370,780 piculs of panochas, 7,531,230 liters of basi and 9,876,230 liters of molasses in 1923. The total value of the crop in 1924 was ₱105,667,180 and in 1923 only ₱87,831,550. While this substantial increase was mostly due to the record quantity of sugar raised, the high prices, to no small extent, were responsible, too, for the average prices in 1924 which were ₱14.06 per picul of sugar, ₱9.50 per picul of panocha, ₱.17 per liter of basi and ₱.13 per liter of molasses, as against ₱12.74, ₱8, ₱.20 and ₱.12, respectively, in 1923.

Negros, with 34 per cent more cane than in 1923, led in production, while Pampanga province sustained a loss equal to one-third of its 1923 crop because of extraordinary floods.

*Coconuts.*—With over 750,000 new trees planted, there were on June 30, 1924, 87,460,000 coconut trees growing, of which 51,154,600 were bearing and yielded 1,576,628,600 nuts. In 1923 there were only 86,707,380 trees, of which 49,809,380 were bearing and yielded 1,515,253,000 nuts. The 1924 production, therefore, is greater by over 61,000,000 nuts than that for 1923. Of the total number of nuts gathered this year, 45,588,400 were consumed fresh and practically all the rest made into copra and oil, producing 6,119,150 piculs and 1,865,770 liters, respectively. In 1923 the production of copra was only 5,820,250 piculs; that of oil, 2,578,770 liters; and 57,556,000 nuts were consumed fresh. In addition to the number of nuts gathered there were produced, in 1924, 114,581,800 liters of tuba as against 121,802,580 liters in 1923.

Prices for coconuts and coconut products were also higher than last year, the nuts being at ₱3.57 per 100; copra, at ₱9.39 per picul; oil, at ₱.41 per liter; and tuba, at ₱.07 per liter. In 1923, the prices were ₱3.32, ₱8.93, ₱.35 and ₱.08, respectively. The total value for all coconuts and coconut products in 1924 was ₱68,134,370, as against ₱64,366,220 in 1923, or an increase of 6 per cent.

In the order named, Laguna, Camarines Sur, Occidental Negros, Marinduque, Tayabas, and Cebu registered in 1924 increases of from 6 to 32 per cent over 1923, while Samar, Zamboanga, Albay, Leyete and Surigao recorded decreases of from 5 to 21 per cent in production.

*Abaca.*—Typhoons and, in some places, the heart-rot and bunchy-top diseases decreased the area under this crop by 6 per cent as compared with the area under cultivation in 1923. The total area in 1924 was 485,340 hectares and in 1923 it was 513,420. Nevertheless, encouraged by the active market and good prices prevailing during the year, the 1924 production was the largest since 1910. The next largest was that for 1923, when 2,984,380 piculs were obtained. The production for 1924 was 5 per cent greater than that for 1923, or 3,125,450 piculs, valued at ₱40,982,280 as compared with ₱39,317,490 in 1923.

*Corn.*—During 1924, 533,230, hectares were planted to this grain as against 557,690 hectares in 1923, or a decrease of 4 per cent. Floods and then the drought in September and October prevented the planting of greater areas, but the growers took better care of their crops, thereby succeeding in producing even a slightly bigger crop, 7,830,000 cavans of the grain, than that for 1923 which was only 7,828,920 cavans. At ₱4.20 per cavan of shelled corn in 1924 and ₱4.10 in 1923, the value of crops for these two years were ₱32,886,000 and ₱32,098,572, respectively.

*Tobacco.*—There were 72,090 hectares planted as against 64,730 hectares in 1923, with a production of 941,800 and 713,170 quintals of tobacco leaf, respectively. There was an increase of 11 per cent in area and 32 per cent in production. The prices were high, ₱12.22 having been paid per quintal in 1924, while in 1923 only ₱9.55. The 1924 crop was therefore worth ₱11,505,420 and the 1923 ₱6,814,800, or an increase of 69 per cent in value.

*Maquoy.*—With 805 hectares planted during the year, the area in Maquoy totaled 29,380 hectares, as against 28,575 hectares in 1923. In production of fiber, this year's, which amounted to 443,010 piculs, exceeded by 4 per cent the 427,400 piculs for 1923. The crop was sold for ₱3,649,140 or at the rate of ₱8.24 per picul. In 1923, the total value was ₱3,018,770 and the average price, ₱7.06 per picul.

*Cacao.*—At the end of the agricultural year there were under cultivation 1,969,400 cacao trees, representing an increase of 44,000 trees over the total number growing in 1923. It is estimated that a little over one-half of the trees, or 1,074,700, were in bearing in 1924, and produced 1,160,800 kilos of beans, valued at ₱1,206,600. The average price was ₱1.04 per kilo of the bean. In 1923 the production totaled 1,045,400 kilos, sold for ₱1,145,500 or at an average price of ₱1.09 per kilo.

*Coffee.*—With 2,259,400 trees growing on June 30, 1924, of which about 1,193,700 were of bearing age, the 1924 coffee crop was 1,173,600 kilos, worth ₱806,900, as against 2,184,500 trees in 1923, 1,179,800 of which yielded 1,155,700 kilos valued at ₱878,300.

*Sweet potatoes.*—Only 76,230 hectares, or 4,120 hectares less than for 1923, were planted to sweet potatoes during the year. The decrease was due to unfavorable weather conditions. The total production, 175,365,400 kilos, was valued at ₱3,374,100, as against 188,482,800 kilos for 1923, which was sold for ₱3,751,100.

*Bananas.*—Due to the strong typhoons during the year, the production of this leading Philippine fruit fell off 11 per cent as compared with the 1923 crop. The total yields for these two years were 49,044,300 and 55,364,600 bunches, respectively, and their corresponding values were ₱18,708,500 and ₱21,144,500.

*Mangoes.*—There were under cultivation 643,200 trees, or 8 per cent more than in 1923, when there were only 592,900 trees. The production totaled 110,896,500 fruits which was sold for ₱3,337,500. Compared with the production of 93,365,200 fruits, valued at ₱3,127,100, of the preceding year, the 1924 crop shows the substantial increase of 18 per cent in the yield and of 6 per cent in the value.

*Livestock.*—As heretofore, the figures for animals given in this report are one year late—that is, they are for December 31, 1923.

Increases were registered in the number of all animals and, excepting for goats and sheep, also in the birth rates. In the animal population the increases in birth rates were 2 per cent for carabaos, 7 per cent for cattle and horses, and 23 per cent for hogs, while goats and sheep decreased by 4 and 5 per cent respectively.

There was, too, a general improvement as to diseases during the year, especially for cattle and hogs, which registered a decrease of 1.35 and 1.23 per cent in the rate of mortality, as compared with the preceding year. For other animals there were decreases of fractions of 1 per cent in the rate of mortality.

The following table shows the animal population for carabaos, cattle, horses, hogs, sheep, and goats in the last five years, beginning 1918:

Year ending December 31	Carabaos	Cattle	Horses and mules	Hogs	Goats	Sheep
1918-----	1, 335, 443	600, 173	233, 978	2, 892, 676	740, 641	166, 031
1919-----	1, 386, 863	676, 856	247, 210	3, 166, 092	731, 064	169, 594
1920-----	1, 462, 640	758, 551	268, 999	3, 639, 183	821, 661	195, 705
1921-----	1, 535, 955	806, 186	279, 345	4, 477, 007	891, 853	223, 328
1922-----	1, 541, 108	804, 599	277, 634	5, 241, 238	1, 012, 569	257, 656
1923-----	1, 616, 541	873, 995	289, 705	7, 524, 815	1, 163, 614	301, 688

NOTE.—The animal population of the city of Manila is included in the figures given for the years 1920 to 1923, except those for cattle in 1922.

*Rinderpest and anthrax.*—There was a remarkable improvement as regards these two principal diseases affecting our livestock. At the beginning of the year there were 76 municipalities infected with rinderpest in 18 Provinces, and on December 31 only 34 towns in 11 provinces. During the year, 19,599 cases of rinderpest and 16,932 deaths from this disease were reported, an encouraging decrease from the 1923 figures of 27,505 cases and 23,220 deaths. As to the anthrax situation, the severe and extensive outbreak of this disease in the low-lying districts of central Luzon which started in September of 1923 has been decidedly reduced and practically controlled during 1924 when there were only



3,936 cases with 3,381 deaths reported for the whole year, as against the 10,128 cases and 9,307 deaths for only the last four months of 1923. Two hundred twenty thousand eight hundred and seventeen animals were vaccinated against rinderpest and 74,446 against anthrax during the year.

#### ADMINISTRATION

The position of assistant director, which has been vacant since the early part of 1922, was filled by an ad interim appointment early in June, 1924, made in favor of Prof. Inocencio Elayda, of the college of agriculture, University of the Philippines, who took the oath of his office and assumed the duties of the position almost immediately. This appointment, however, was not confirmed by the senate, and so the position was vacant again on October 17, 1924.

*Expenditures and income.*—The total of expenditures of the Bureau of Agriculture for the fiscal year 1924, exclusive of the special appropriation for the mutual insurance of work animals, which was a revolving fund, was ₱1,525,222.55, as against ₱1,253,920.28 for 1923, or an increase of ₱271,302.27. Of this increase, ₱257,261.62 was due to three special appropriations made available by acts Nos. 3119 and 3151 for the eradication of anthrax; No. 3137, for the improvement of the Slaiman slaughterhouse and quarantine station; and No. 3163, for the scouting and eradication of locusts. The total income from rentals, miscellaneous receipts, service income, animal insurance premiums, fees, etc., during the year was ₱392,889.17, as against ₱330,126.73 for 1923, or an increase of ₱62,762.44.

Year	Population	Receipts	Receipts per capita	Expenditures	Expenditures per capita	
					Actual	Net
1903.....	7,635,426			\$181,742.95	\$0.023	
1918.....	10,314,310	₱271,936.38	₱0.0263	₱1,053,569.50	₱0.102	₱0.08
1919.....	10,551,539	208,531.19	.0197	1,394,707.14	.132	.11
1920.....	10,794,223	237,67.16	.022	1,832,262.82	.1697	.15
1921.....	11,042,490	243,287.14	.022	1,732,737.60	.1569	.14
1922.....	11,296,467	284,539.31	.0252	1,460,419.37	.1292	.10
1923.....	11,556,286	530,126.73	.0285	1,253,920.28	.1085	.08
1924.....	11,822,081	392,889.17	.0332	1,525,222.55	.1290	.096

#### PLANT INDUSTRY DIVISION

*Permanent improvements.*—Some repairs and permanent improvements were made at the Lamao experimental station, and during the latter part of the year the tobacco station in the Cotabato Valley was transferred from Pikit to Sarunayan, Cotabato, and that in the Cagayan Valley from Damao, Gamu to Ilagan, Isabela.

*Agronomy and horticulture.*—The division carried on 250 experiments and field investigations during the year in the 9 stations and substations under its supervision and with the increased number of cooperative experimenters in the different farming regions of the Philippines. There were this year 897 of such cooperators in trial planting of fruit trees and field and garden crops, as against 587 in 1923. The value of seed and plant materials raised by the different stations of this division during the year is estimated at about ₱22,600. The 8.08 hectares of semicommercial orchards of important tropical plants established in 1923 have been increased to 11.47 hectares with the addition of over 300 trees belonging to 76 species.

The work on acclimatization, variety test, fertilizer test, spacing and seeding rate, cover crop, intercropping, irrigation and other experiments with rice, corn, sugar cane, tobacco abaca, root crops, forage crops, vegetable fruits, etc., were continued at the experiment stations at Lamao, Bataan; Alabang, Rizal; Tanauan, Batangas; Rosales, Pangasinan; Guinobatan, Albay; Bontoc, Mountain Province; La Carlota, Occidental Negros; Pikit, Cotabato; and Ilagan, Isabela, and much valuable data were secured.

*Rice.*—There were 170 varieties and strains under test at Alabang, mostly lowland. Some of the varieties yielded as high as 2,697 kilos of palay per hectare. At Rosales 80 varieties were under cultivation, 50 of which were bearded. Sixty varieties of upland varieties composed the test at Lamao.

*Corn.*—About 15,500 kilos of seed corn were produced and distributed. In the acclimatization test two varieties of pop corn, namely, the Rice Pop and the Golden Queen, did well as in previous year, and fairly good results were obtained with a number of the local flinty varieties.

*Sugar cane.*—At La Carlota the work on sugar cane has been continued along the same lines of studies conducted last year, namely, variety test, the production of better strains, sugar analysis, fertilizer tests, etc. Eight of the highest-yielding and otherwise promising varieties have been propagated at this station and also at Lamao and Alabang for distribution purposes. About 14 hectares were planted thereto, and over 340,000 cuttings distributed to farmers.

*Tobacco.*—The work on tobacco is carried on at Pikit and Dammao stations. Special attention was given to the production or finding of varieties or strains which would produce the most wrapper. At Pikit the American-grown Sumatra and the Bahia gave good results, while at Dammao, the "52-Vizcaya" gave the highest yield (49.2 quintals) of leaf tobacco per hectare, and the S. P. No. 1 and the S. P. No. 2 produced an average of 30.3 quintals of leaf tobacco with about 50 per cent wrapper and binder. About 27 kilos of seed were produced and distributed from the best wrapper strains.

*Forage crops.*—At Lamao the Napier grass was found to be the heaviest yielder among the different forage grasses tried, producing from about 34 tons to 149 tons per hectare. Additional areas were planted this year to Guatemala grass, Napier grass, Merker grass and Uba forage cane to supply the growing demand for these kinds. About 18,000 cuttings and 5,000 root stocks of different species of grasses were distributed during the year.

*Fiber crops.*—The work on fiber crops was carried on at La Carlota, Guinobatan, and Lamao stations. The Guinobatan station is devoted especially to abaca, and at Lamao different fiber crops are being cultured to determine their relative merits and adaptability to local conditions. Among the notable fiber plant immigrants may be mentioned the "Pita Floja," from the Canal Zone producing the so-called "Arghan" fiber; the Balza (*Ochroma lagopus*) or the West Indian corkwood which is a fiber producing tree from Porto Rico; the Yucca (*Yucca elata*) from Arizona; and a variety of kapok called "Haden" from Java. Other crops such as cotton, sisal, maguey, jute, ramie, Roselle, Anabo, and Panama hat palm are being propagated.

*Citrus.*—The citrus projects at Bontoc, Lamao, La Carlota, and Tanauan stations received special attention and many important species gave heavy yields, and new ones fruited for the first time. Work on acclimatization, stock tests, fertilizer, smudging, rejuvenation, top working and hybridization tests were conducted, and the experiment previously started on the storing citrus fruits was continued. About 1,200 plants of different species and varieties of citrus were distributed during the year.

*Miscellaneous fruit crops.*—The work with miscellaneous fruit crops, such as bananas (110 varieties), coffee, cacao, mangoes, and pineapples are giving valuable results. Of the different varieties of coffee, the Liberian gave the heaviest crop. Special attention was given to the propagation of different varieties of mangoes by marcotting, budding, and grafting. Over 4,800 plants of coffee and about 180 kilos of coffee seed were distributed during the year. In Bontoc most of the semitemperate fruit trees that are being tried there are still small but appear to be doing fairly well, with the exception of the peach and walnut varieties. Two varieties of apples fruited for the first time at this station this year.

*Vegetables.*—A large number of vegetables and vegetable fruits, temperate and semitemperate, are under acclimatization test particularly at Lamao and at Bontoc.

*Root crops.*—At Lamao cultural tests are being conducted on certain varieties of sweet potatoes, yams, cassava, and other minor root crops. Some of the sweet potatoes yielded as much as 55 tons per hectare, and the yield of the best varieties of cassava ranged from about 30½ to 105 tons per hectare. The largest yield obtained from the 57 varieties and the strains of yams (including tugue and ubi) under trial was 29½ tons per hectare. About 8,000 kilos of tubers of different kinds of root crops were distributed.

*Farm blasting investigations.*—Blasting experiments with dynamite to make holes for fruit trees were conducted at Lamao and in private orchards. The cost ran from ₱0.24 to ₱1.40 per hole, as against ₱0.11 to ₱1.20 when dug by hand.

*Seed and plant introduction.*—The seeds and other plant materials acquired by this division in 1924 locally and from abroad for propagation and experimental purposes comprised 196 species and 507 varieties. There were 2,096 plants,

almost 220,000 cuttings, and bud sticks, and over 14,000 seeds and tubers weighing over 337 kilos.

#### AGRICULTURAL EXTENSION DIVISION

The extension agents' sphere of influence is widening in a gratifying way, as people, as well as the local officials, seem to better realize now the value of their services. Generally speaking the provincial and municipal officials are gradually lending a better cooperation to the field men. It is only regretted that for lack of funds and personnel the work could not be extended to more Provinces than those covered at present.

The field force during the year consisted of 23 agricultural extension agents, 16 assistants, and 6 tobacco inspectors. Of these, 12 are either in charge of or assigned to the provincial nurseries and demonstration stations and at the same time doing extension work in their respective districts.

Special attention was given to the organization of local cooperative producers' associations so that the farmers producing a given farm crop or product may work jointly and cooperatively in raising more and better products and in marketing same for their mutual advantage. To assist the associations efforts were made to find markets for their products in Manila by soliciting for them the patronage of various establishments, firms, and private persons consuming or using the given farm products handled by the different associations and by seeking the cooperation of shipping or transportation companies. Associations have been organized in different localities among the mango producers, the tobacco growers, poultry raisers, milk producers, cheese makers, and banana growers. The supervision of commercial poultry farms was given particular attention. During the year 176 commercial vegetable gardens and 28,364 home gardens have been attended to by the extension agents. Unfortunately, however, floods damaged approximately 60 per cent of the crops, and a big quantity of vegetable seeds was distributed by the division free of charge. Not less than 46 liters of vegetable seeds for their next planting have been selected by various cooperators. Floods have also caused damage to the tobacco crop in the Cagayan Valley, and about 350 liters of tobacco seeds were distributed to the farmers in order to enable them to plant new seed beds. Among the tobacco varieties so distributed were the Sumatra, Florida-Sumatra, Anipa-Sumatra, and the Dammao.

*Horticultural campaign.*—A more intensive campaign was waged in 1924 for the growing of fruit trees than in any one of the previous years, and as a result a little over 179,000 trees have been planted during the year, of which 4,400 were grafted and over 2,000 budded plants. The vegetative method or propagating fruit trees is being employed advantageously and is giving very satisfactory results. Aside from those produced at the stations and nurseries under the supervision of the division over 6,000 grafted or budded plants and over 1,000 marcotted ones were produced by the extension agents in private orchards. Special attention was given to mango, citrus, and lanzon.

In the Provinces of Rizal, Bulacan, Laguna, Batangas, Cavite, Tayabas, Albay, Pangasinan and La Union alone, over 130,000 fruit trees were set out this year. In order that the farmers may not depend too much upon the bureau for seedlings, they were encouraged to establish private nurseries on their respective farms under the supervision of the extension agents. As a result there were in these nurseries for future planting some 155,000 seedlings.

*Demonstration stations.*—The Singalong seed-testing and plant-propagation station, Singalong, Manila; the Lipa demonstration station, Lipa, Batangas; and the Iloilo demonstration station, La Paz, Iloilo, propagate economic fruit trees that are in great demand, especially coffee, mango, citrus, cacao, and lanzon. Lipa and Iloilo stations also propagate sugar cane, vegetables, and some field and forage crops, and distribute seeds to farmers in their regions. From Singalong alone there were 29,338 economic plants distributed during the year. At Lipa there were produced 170,408 seedlings, and a total of 40,794 miscellaneous fruit-tree seedlings distributed.

The model orchard of the station at La Paz, Iloilo, now has a total of 835 miscellaneous fruit trees, many of which are budded and grafted plants. This orchard serves as a demonstration plot for the public as regards the proper spacing and care of fruit trees.

*Provincial and municipal nurseries.*—There were during the year nine provincial nurseries and seventeen municipal nurseries under the supervision of this division. These nurseries are established for the purpose of propagating plants adapted to the respective local conditions for distribution to the farmers. Some plant mate-

rials propagated in these nurseries are furnished by the bureau, while others are secured locally through the joint efforts of the agents and the local officials.

*Rice, sugar cane, and tobacco.*—The work on rice, sugar cane, and tobacco was partly extension and investigational as last year. The work on rice was confined to Central Luzon, especially in Tarlac, Nueva Ecija, and Pangasinan; that on sugar cane, in the Provinces of Pampanga, Bulacan, Laguna, Batangas and Iloilo; and that on tobacco, especially in the Cagayan Valley.

*Seed and plant distribution.*—More than ten thousand pesos (P10,693.99) worth of seeds was distributed during the year, of which P3,897.88 worth was given out free of charge. Of the plant materials, P11,588.79 was the total value of distribution, and P4,752.20 of which was free of charge. These were the total distributions from the central office alone.

*Poultry.*—The supervision of farmers engaged in poultry raising was given special attention. Several poultry raisers' associations were also organized during the year, and four of them were quite promising. Practical instructions were given the farmers in the proper selection of breeding animals, proper feeds and feeding, care and management of stocks, construction of poultry houses, treatment of pests and diseases, and caponizing. A large number of chickens have been treated and about 2,000 caponized by the extension agents assigned to this project during the year.

#### PLANT PESTS CONTROL DIVISION

*Aid to Provinces.*—At the height of the locust infestation, during the middle of the year, allotments totaling P29,400 were granted for aid, out of the "contributions and gratuities fund," to Provinces which had no funds at the time and were seriously infested with locusts. Besides, P10,601 was expended by the bureau for materials from the same fund.

*Special fund.*—The council of state having released P50,000 from the fund appropriated by Act 3163, scouting parties were sent out to remote and isolated places, the first in San Jose, Mindoro, May 12. Another P30,000 was released October 7, making the total available fund for the purpose P59,271.84.

*Legislation.*—As already indicated in the fore part of this report, in addition in the old locust law (Act 2472), Acts 3146 and 3163 were passed by the legislature and approved by the Governor General in 1924.

*Rules and regulations (administrative orders).*—During the year only one administrative order, No. 41, dated June 25, was promulgated. It provides for the prohibition of the importation of the fruits, cuttings, and other unmanufactured products of the citrus varieties known to the Chinese by the variety names of yellow and red kid mandarin limes into the Philippine Islands.

*Locust infestation.*—While the locust infestation was less serious than in 1923, yet at the beginning of the year 38 Provinces and 403 municipalities were infested. At the end of the year all but 15 Provinces and 48 towns were free. From July to December, 1924, a Curtiss JND-4 airplane, with dusting device and spray pumps, was used in Mindoro in locust work and found invaluable in scouting and transporting supplies. Indeed, without it little could have been done there, because the breeding places are so far distant from the populated areas and there are so many rivers.

*Abaca diseases.*—A survey was made in a number of Provinces to determine the prevalence, particularly, of the heart-rot, the bunchy-top, and the root-rot diseases affecting the abaca. In some localities the infestation amounted to as high as 60 per cent and over; but where natural conditions were favorable and cultural methods correct there was little or no disease. Insect pests of minor importance were also found in some localities.

*Eradication of coconut bud rot.*—Two parties of 20 coconut bud-rot inspectors each were organized during the year to make the necessary inspection of the two most important coconut-growing Provinces, namely, Laguna and Tayabas, from which many requests were received for the inspection of coconut groves there. There were 3,524,012 trees inspected during the year in the Provinces of Laguna, Tayabas, and Cavite; of these, 6,637 trees were found to be infected and 6,358 were cut down and burned.

The actual cost of inspection, including salaries, per diem, and traveling expenses, and cost of supplies during the campaign, under a systematized procedure is only one-tenth of 1 centavo per tree. The cost of destroying a bud-rot tree is about 75 to 85 centavos.

Taken as a whole, the work of coconut inspection has yielded most positive results.

*Sending of parasites to Guam.*—In January, 1924, a cable from the naval governor of Guam, through the naval commander at Cavite, was received requesting the bureau of agriculture to send predators and parasites to Guam for the control of the coconut-scale insect (*Aspidiotus destructor*), which is said to be menacing the coconut industry in that island. The first shipment, which consisted of three species of three predatory coccinellid beetles, namely, *Cryptogenus orbiculus*, *Sticholatis banksi*, and *Aspidemerus tristis*, and a parasitic hymenopterous insect, unidentified, was sent to Guam May 3, 1924. Another shipment was sent August 7.

*Inspection of incoming plant materials.*—During the year, 805 vessels from foreign countries arriving at the different ports of Manila, Cebu, Zamboanga, and Iloilo were boarded and inspected for plant materials. Two thousand nine hundred and fifty-five parcels of seeds, 9,945 crates of apples, vegetables, etc., and 115 ornamental and other living plants were inspected and treated accordingly or destroyed, as the case may be. Two thousand two hundred and eighty-two parcels of plant materials were also inspected during the year in the post offices where quarantine inspection is done.

*Inspection of outgoing plant materials.*—Three hundred and twenty-three horticultural parcels, mostly consisting of seeds, cuttings, root stocks, and ornamental plants were inspected and certified during the year.

*Researches and experiments.*—Laboratory research work and other study of special plant pests and diseases were continued during the year. In addition, a trial on beekeeping was started, and the colony of Italian bees taken to Baguio is reported to be doing well.

#### ANIMAL HUSBANDRY DIVISION

The work of the division during 1924 was in general a continuation of that for the preceding year. Breeding work was done in 32 stations and cooperative substations located practically throughout the islands. From the sale of bureau breeding animals alone ₱16,307.34 was netted aside from the value of animals loaned to the cooperative stations. There were on service a total of 80 sires for public breeding, consisting of 14 stallions, 26 bulls, 35 boars (2 are rams and 3 are billies), besides a large number of fowls. The cooperative work with the schools was as a whole unsatisfactory due to lack of good feed and proper care and management. The cooperative public breeding work in the Provinces has been further handicapped by the withdrawal of a good portion of the funds usually set aside by municipalities for the purpose.

Eighty-seven full-blooded chickens were imported from the United States during the year. Orders have been placed for some Australian and Indian stallions, to renew blood and to make up for the marked shortage of stallions doing public breeding service, and also for a few California rams and bucks, but the animals could not be obtained during the year.

*Experiments.*—One of the most important experiments that is giving very promising results is the crossbreeding between the Ayrshire bull and the Indian cow, for dairy purposes. Other experiments and studies previously started, prominent among which being those on feeds and feeding, the artificial and natural incubation of eggs, the raising of colts for breeding work, and crossbreeding of poultry, were continued during the year.

#### VETERINARY DIVISION

*Importations from foreign ports.*—There arrived at the port of Manila 3,538 cattle from Australia and 6,458 cattle and 598 carabaos from Pnom-Penh, French Indo-China, during 1924. At Iloilo, 2,200 carabaos and 6 cattle from Pnom-Penh were admitted during the year. As compared with the importations for the previous year there was an increase of 2 carabaos and a decrease of 890 cattle, the decrease being due to the restrictions existing against the importation of cattle into the country.

*Interisland shipments.*—From interisland ports there were 14,686 cattle as against 18,649 in 1923, and of carabaos 1,893, as against 1,488 for the preceding year.

*Inspection and fees.*—Fees amounting to ₱21,097.40 were collected for inspecting 155,832 animals upon their arrival at Manila. Of these 123,574 were swine. Yardage fees amounting to ₱7,913.45 were also charged at the Pandacan Quarantine Station.

*Post-mortem inspections in the slaughterhouses supplying meat to Manila.*—At the different slaughterhouses supplying meat to the markets of Manila there were 147,280 animals of all kinds inspected and slaughtered during the year, of which 946 were condemned and 146,334 were passed for food. Of the total slaughtered, 119,877 were swine and the rest were cattle with some sheep and goats.

*Rinderpest.*—During the year, 19,599 cases of rinderpest and 16,932 deaths from rinderpest were reported, an encouraging decrease from the 1923 figures—27,505 cases and 23,220 deaths. The Provinces infected at one time or another during the year were Bataan, Batangas, Bohol, Bulacan, Cagayan, Camarines Sur, Cavite, Iloilo, Isabela, Laguna, La Union, Manila, Mindoro, Mountain Province, Nueva Ecija, Nueva Vizcaya, Oriental Negros, Occidental Negros, Pampanga, Pangasinan, Rizal, Sorsogon, Tarlac, Tayabas, and Zambales. At the beginning of the year there were 76 infected towns in 18 Provinces and on December 31, only 34 towns in 11 Provinces. Two hundred and fifty-five outbreaks of the disease were reported, counting each time a municipality was taken up as infected or reinfected as a separate outbreak.

*Rinderpest cases and deaths by quarters*

	New cases	Deaths
First quarter.....	4,709	3,732
Second quarter.....	6,403	4,850
Third quarter.....	6,685	5,421
Fourth quarter.....	1,802	1,347
Total.....	19,599	15,350

*Rinderpest vaccine.*—This biologic vaccine was much used in the Provinces of Bulacan, Batangas, Pampanga, Nueva Ecija, Iloilo, and Tarlac; and to a lesser degree in Laguna, Cavite, Occidental Negros, Rizal, and Zambales, and with satisfactory results. Wherever used it was found to clean up a place within four weeks if most of the susceptible animals were vaccinated. Pains were taken to carry on the vaccination systematically and to keep accurate records in order to determine how often it would be necessary to vaccinate in a barrio to ward off reinfection. The Provinces of Batangas, Bulacan and Bataan were completely cleaned of rinderpest and in the Provinces of Pampanga and Nueva Ecija the disease was held in check, though the progress of the work in these two last-named provinces was rather slow, in the former due to the indifference of the people, and in the latter also for the lack of personnel toward the end of the year because of the shortage of funds.

*Number of animals vaccinated*

Provinces	First injection	Second injection	Third injection	Fourth injection	Total
Batangas.....	17,015	14,155	12,045	179	43,394
Bulacan.....	14,936	12,700	10,386	—	38,022
Iloilo.....	9,983	7,228	6,731	89	24,031
Laguna.....	58	26	—	—	84
Manila.....	93	81	81	31	286
Cavite.....	21	21	21	14	77
Nueva Ecija.....	13,472	11,604	8,977	—	34,053
Occidental Negros.....	4,714	3,539	3,058	—	11,311
Pampanga.....	9,130	7,493	6,523	490	23,636
Rizal.....	2,172	1,171	722	—	4,065
Tarlac.....	14,687	13,747	11,763	155	40,254
Zambales.....	688	546	331	41	1,606
Total.....	86,969	72,211	50,638	999	220,817

*Immunization.*—No funds were appropriated by the legislature for the purpose of the immunization act, hence no immunization stations were operated this year. Only 44 carabaos were immunized at the veterinary research laboratory in Pandacan by the simultaneous method. These belonged to private individuals who paid the actual cost of the serum and virus used and waived all claim for damages.

*Anthrax*.—The severe and extensive outbreak of this disease in the low-lying districts of central Luzon and along the shores of Laguna de Bay which started in September of 1923 passed into 1924 with 72 infected towns distributed over seven Provinces. Though widely scattered, it was reduced to a sporadic form and many of the infected towns were rapidly cleared up. By the end of March, there were left infected only Bataan, Bulacan, Panpanga, and Tarlac Provinces. In the last half of May, 1924, there was a sudden change for the worse in Bulacan Province, where the cases for the Province went up to 105 for the week ending May 21, reaching the maximum of 465 cases and 380 deaths during the week ending June 21, 1924. Lesser epizootics also occurred in Bataan and Rizal Provinces, but after June 21, 1924, the number of cases began to decrease. Bulacan Province was released from quarantine on November 27, and Rizal and Bataan before that date. It was fortunate that it was possible to secure the services of sufficient constabulary soldiers (the largest number employed at any one given time was about 500 officers and men) under the direction of a high ranking officer. A strict quarantine was instituted, followed by vaccination. Toward the end of the year, in Tarlac, Pangasinan, and Nueva Ecija the disease showed signs of flaring up again, but timely vaccination held it in check.

The total number of carabaos and cattle vaccinated against anthrax in these Provinces during the year were 74,446.

### Cases and deaths from anthrax

Provinces	Cases		Deaths	
	Carabaos	Cattle	Carabaos	Cattle
Bataan.....	427	1	364	1
Bulacan.....	2,017	19	1,714	15
Cavite.....	12	-----	11	-----
Laguna.....	34	26	31	25
Nueva Ecija.....	82	-----	71	-----
Panpanga.....	253	2	223	2
Pangasinan.....	50	1	48	1
Rizal.....	569	8	471	7
Tarlac.....	434	1	395	1
Total.....	3,878	58	3,328	53

In 1923 there were 10,128 cases and 9,307 deaths, and yet only for the last four months of the year—September to December.

*Miscellaneous diseases*.—Outbreaks of slight importance of septicemia hemorrhagica were reported from the Provinces of Agusan, Abra, Camarines Sur, Ilocos Sur, Leyte, Occidental Negros, and Sorsogon. A few chronic cases of contagious bovine pleuropneumonia have been discovered on post-mortem examination of Australian cattle at the Sisiman slaughterhouse in nearly all shipments. Sporadic cases of surra were registered in the Provinces of Abra, Albay, Camarines Sur, and Mindoro. Isolated cases of foot-and-mouth disease occurred in several parts of the islands, and two small outbreaks—one in Burias Island and one in Lanao—were dealt with. On the other hand, no case of glanders or of contagious abortion was reported during the year.

*Veterinary research laboratory*.—There were produced in the laboratory during the year 1,126 liters of rinderpest vaccine and 688 liters of antirinderpest serum. Two thousand five hundred and eight head of cattle and carabaos were tested for immunity to rinderpest and 38 dogs examined for rabies. Forty-four head of carabaos were immunized to rinderpest. Other lines of investigation were suspended with the retirement of Doctor Boynton in September.

*Iloilo quarantine station*.—This station received 2,209 carabaos and 6 cattle, all from French Indo-China. The sheds and the laboratory building require extensive repairs.

*Sisiman Matadero*.—Three thousand four hundred and eighty-eight head of Australian cattle arrived at this station from Port Darwin. The importation of cattle from Australia had to be suspended in November, 1923, because of anthrax from soil infection at this station. To prevent anthrax infection, it was decided to cement the floors of the station, and in order also to minimize the spread of the disease in case of infection to make compartments totally independent of each other as to troughs and water supply. The legislature appropriated by special

act (No. 3119, approved November 23, 1923) ₱20,000 for these and to repair the pier at the slaughterhouse. The work was completed by the bureau of public works early in August. The cementing of the floors of the sheds has rendered soil infection a negligible factor as anticipated. The slaughter fees collected during the year totaled ₱21,280.10.

#### RURAL CREDIT DIVISION

*Activities.*—The main activities of this division during the year 1924 may be summarized as follows:

*Collection of overdue loans.*—Due to the monetary shortage which has prevailed for a number of years and the partial failure of the rice crop in Tarlac, Pampanga, Nueva Ecija, Pangasinan, and other Provinces, many borrowers failed to meet their obligations to their respective associations punctually, but, thanks to the efforts of the agents, the number of delinquencies was reduced to a considerable extent without its being necessary to resort to judicial proceedings, except in extreme cases where collection by court action was found to be the only possible means. It is a hopeful sign that rural-credit members in general are now becoming more punctual, and while the fear of lawsuits is one reason for this reformation on the part of the borrower, there is evident an awakening to their moral obligations to their fellow members.

*Declaration of dividends.*—A number of associations were induced to declare dividends. Because of the failure on the part of many to do so, shareholders had lost interest in increasing the working capital of their associations and refrained from buying additional shares because of uncertainty as to what their shares were earning.

*Rice and corn fund.*—The division also collected a number of overdue installments on loans obtained by associations from the rice and corn fund, a most difficult task considering the very limited personnel which it has in the field and the considerable sums of money the rural credit associations had out on loans.

#### Operations for 1924

Amount due and unpaid from installments, Jan. 1, 1924.....	₱204, 060. 17
Amount collected during 1924.....	232, 277. 99
Amount loaned during 1924.....	115, 305. 00
Amount due and unpaid from installments, Dec. 31, 1924.....	262, 568. 99

*Complaints investigated.*—No serious complaints were made against the management of the rural credit associations, except those against the respective boards of directors of Bayambang, Pangasinan; Dagami, Leyte; and Lobo, Batangas, associations. Each of these complaints has been investigated by the division and submitted to a general meeting of the shareholders of the respective associations for decision.

*Financial statistics.*—As all the municipal treasurers have not as yet submitted their trial balances for the year ending December 31, 1924, this division is unable to give a complete statement of the present financial status of all the rural credit associations for the year 1924, but the partial list so far received shows that there has been a substantial increase of capital and loans.

The following trial balance for December 31, 1923, as against December 31, 1922, will give some idea of the steady progress of the rural credit associations in spite of all difficulties:

	Dec. 31, 1923	Dec. 31, 1922
Total number of associations.....	547	544
Total number of members.....	77, 479	75, 667
Total number of borrowers.....	26, 945	26, 620
Total number of depositors.....	3, 107	3, 426
ASSETS		
Cash on hand.....	₱110, 223. 90	₱93, 618. 76
Loans to members.....	2, 488, 835. 61	2, 424, 082. 01
Property account.....	3, 295. 32	-----
Other items.....	2, 688. 64	5, 612. 75
Total assets.....	2, 605, 043. 47	2, 523, 313. 52



	Dec. 31, 1923	Dec. 31, 1922
<b>LIABILITIES</b>		
Capital stock.....	₱872, 668. 00	₱848, 333. 00
Accounts payable:.....		
Deposits.....	109, 536. 59	115, 595. 11
Rice and corn fund.....	1, 023, 510. 24	1, 012, 125. 16
Philippine National Bank.....	3, 448. 44	
Other deposits.....	6, 596. 62	
Other loans.....		55, 279. 88
Surplus:.....		
Entrance fees.....	19, 918. 30	
Interests.....	536, 939. 79	
Entrance fees and interests.....		472, 675. 68
Dividends unpaid.....	11, 979. 40	
Reserve fund.....	18, 299. 53	12, 191. 35
Other items.....	2, 146. 56	7, 113. 34
Total liabilities.....	2, 605, 043. 47	2, 523, 313. 52

The circulating capital of all the rural credit associations on January 1, 1924, thus shows an increase of ₱81,729.95 and the capital stock an increase of ₱24,335. The whole gain, consisting of undivided profits, was more than half a million pesos (₱536,739.79).

#### FIBER DIVISION

*Fiber grading and inspection.*—The fiber law completed the first decade of its operation at the end of the year under review. Not less than 1,723,661 bales of various kinds of fibers were inspected during the year, as against 1,666,605 bales in 1923, an increase of 57,056 bales.

*Complaints.*—This year complaints from the fiber importers in Europe and also some of the local exporters alleging poor condition and classification of fiber have been more numerous and so persistent that the matter appears to merit a serious attention on the part of the government. Some of the complaints were transmitted to the government by the chief of the Bureau of Insular Affairs. A far greater number of parcels as well as of bales has been reported to the government by the local exporters as having been “allowanced” or cut in price in Europe on account of the poor or perished condition of the fibers arriving there. Steps have already been taken at this writing to have the matter looked into carefully with the view to improving the situation.

*Grading stations and establishments.*—Fiber grading permits were issued to 139 grading establishments situated in 32 grading stations. The establishments consisted of 8 first-class, 16 second-class, 7 third-class, 28 fourth-class, 21 fifth-class, and 59 sixth-class, distributed in 32 municipalities comprised in 14 Provinces, including Manila.

*The tensile strength of fiber.*—During the year 1924 a total of 1,267 lots of fiber, consisting of 186,608 bales of abaca belonging to 50 different grading establishments of different stations, were tested, and of this number 7,796 bales, or 4.18 per cent, were found defective in tensile strength and were rejected.

*Revenue collected.*—The total of ₱196,045.10 was collected this year as inspection fees and fiber grading permit fees and from the sale of standard samples of fiber, as against ₱188,660.50 in 1923. The 1924 collection is as follows:

Inspection fees on—	
Abaca (cordage), 1,441,747 bales approved.....	₱144, 174. 70
Abaca (cordage), 19,433 bales rejected.....	1, 943. 30
Abaca (tagal), 1,123 bales approved.....	112. 30
Maguey (retted), 233,804 bales approved.....	23, 380. 40
Maguey (machine-cleaned), 2,786 bales approved.....	278. 60
Sisal (retted), 4,566 bales approved.....	456. 60
Sisal (machine-cleaned), 2,137 bales approved.....	213. 70
Canton, 16,648 bales approved.....	1, 664. 80
Paçol, 701 bales approved.....	70. 10
Rejected fiber (all kinds except abaca), 716 bales rejected....	71. 60
Fiber-grading permit fees.....	23, 075. 00
Official standard samples sold.....	604. 00
Total revenue collected.....	196, 045. 10

*Stocks of fiber and prices.*—At the beginning of the year the total net stocks of abaca fiber at the ports of exportation totaled 117,436 bales, and on December 31, 1924, the total net stocks were 131,228 bales. Notwithstanding the fact that there was an enormous production of all fibers during the year, the demand for fiber about equaled the supply, so that the increase in net stocks at the close of the year was only 13,792 bales. The stocks of 151,226 bales were divided as follows: In Manila, 65,093 bales; in Cebu, 50,710; in Davao, 13,952; and in Zamboanga, 1,473.

The steady increase in the demand for abaca fiber kept the market firm during practically the entire year, and the prices steadily advanced, so much so on some of the grades that at the end of the year quotations had tripled. As an example, early in January the grade M was quoted at ₱8 per picul, and at the end of December the quotation for the same grade was ₱24 a picul. Grade F was quoted during the first part of the year at ₱24 per picul, and at the end at ₱48 per picul. The good prices for all the grades were such an encouragement to the producers that all previous production records were broken this year.

The number of bales of abaca, maguey, sisal, canton, and pacol fibers inspected by the government during the year totaled 1,723,661, of which 20,149 bales have been rejected. Those approved are shown in the following table:

*Table showing the number of bales of fibers inspected and approved during the year ending December 31, 1924*

Months, 1924	Abaca		Maguey		Sisal		Canton	Pacol	Monthly total
	Tagal	Cordage	Retted	Cleaned	Retted	Machine-cleaned			
January.....	150	115,587	21,569	362	266	82	2,402	0	140,418
February.....	53	137,416	18,322	199	324	37	1,318	0	157,669
March.....	317	136,045	27,539	516	607	140	4,486	0	169,650
April.....	95	141,887	29,073	342	730	113	2,961	0	175,201
May.....	175	126,885	27,831	220	600	460	1,846	34	158,051
June.....	117	122,786	21,099	165	489	440	1,255	0	46,351
July.....	85	100,051	15,802	244	335	229	293	29	117,068
August.....	15	114,581	13,267	287	315	274	206	55	129,000
September.....	12	125,375	17,568	232	264	238	0	85	143,774
October.....	10	117,526	14,612	45	241	54	727	23	133,238
November.....	37	109,208	15,772	96	177	29	539	366	126,224
December.....	27	94,450	11,350	78	218	41	615	109	106,868
Total.....	1,123	1,441,747	233,804	2,786	4,566	2,137	16,648	701	1,703,512

#### DIVISION OF PUBLICATIONS

*Publications issued and distributed.*—Many more publications than for any previous years were issued this year, the total being 49 as against 31 in 1923, classified as follows:

Title of publications	Number of publications issued			Number of publications distributed		
	1923	1924	Increase	1923	1924	Increase
Annual report.....	1	1	0	1,681	1,835	154
Agricultural review.....	3	4	1	3,180	5,930	2,750
Bulletins.....	0	1	1	1,168	1,678	510
Circulars.....	18	27	9	22,682	25,068	12,386
Miscellaneous publications.....	9	16	7	1,448	1,953	508
Total.....	31	49	17	30,159	36,464	16,308

Among these was Bulletin No. 37 (Rice) in Spanish, and a revised and enlarged edition of Bulletin 39 (Food Plants in the Philippines). There were 371,802 copies printed in the multigraph on 41 work orders; and 1,204,117 copies printed in the mimeograph and the planotype machines on a total of 704 work orders. This division is in charge of the bureau's library, and has accessioned 253 books and sent 111 volumes to the bureau of printing for binding during the year.

*Publications received.*—One thousand nine hundred ninety-five bulletins, circulars, and miscellaneous agricultural journals have been received during the year from the United States Department of Agriculture and State experiment stations and from foreign countries.

#### FARM STATISTICS DIVISION <sup>1</sup>

The routine work this year was greatly handicapped not only because there were so many parties seeking information but also on account of the considerable delay of the municipal presidents in forwarding their reports, which reports are chief sources of information of the division. This delay entails voluminous correspondence with the executive bureau and the offices of the municipal presidents and provincial governors.

Besides these handicaps, the routine work was greatly hindered on account of the frequent changes in the personnel. The division compiles annually over 6,000,000 items, each and all being analyzed, checked, and compared, and makes several hundred tabulations. It needs trained employees to do its work, but, due to the small salaries paid, the personnel is constantly changing through resignations and transfers.

#### BUREAU OF FORESTRY

##### GENERAL STATEMENT

Both the personnel and the appropriation of the bureau of forestry during 1924 were inadequate, so that it was not possible to carry out very important work which had been planned, especially in the division of sawmills and utilization and in the reorganization of the division of forest management. The demand for certificates of government inspection and grading on shipments of lumber to the United States and foreign countries has increased from 18,300,000 board feet in 1922 to 36,950,000 board feet in 1923 and 50,760,000 board feet in 1924, which could only be met by neglecting other less urgent work. Furthermore, the failure to provide in the appropriation for promotions of the personnel has had a very bad effect and at the end of the year approximately 25 men have either resigned or indicated their intention to do so unless they were assured of a raise in the near future. As most of these men are old experienced rangers of exceptional capacity and merit, the 18 new men to be graduated from the forest school this coming year can not begin to compensate for their loss. The work of the forest officers and other field and technical personnel in the district land offices has been greatly handicapped by the lack of clerks, as it was necessary to perform the necessary clerical work of their respective offices.

The following table shows the relation between the revenues and the expenditures of the bureau of forestry, and their corresponding ratio per capita, for the years indicated therein. It will be noticed that there has always been a surplus over and above the expenditures, but the revenue, and consequently the surplus, has been particularly great for the year under review, while the rate of expenditure per capita of the population has remained practically the same. This year the revenue amounts to ₱1,277,799 and the surplus ₱733,754 (134.9 per cent of the expenditure), as against ₱1,062,437 and ₱547,225, respectively, in 1923.

Fiscal year	Revenues		Expenditures		Surplus	
	Total	Per capita	Total	Per capita	Total	Per capita
1903.....	₱527,415	₱0.068	₱211,647	₱0.028	₱315,768	₱0.041
1918.....	650,692	.063	384,254	.037	315,438	.031
1919.....	805,229	.076	473,242	.045	381,989	.036
1920.....	1,009,879	.093	541,488	.050	468,391	.043
1921.....	1,013,151	.092	516,422	.047	496,729	.045
1922.....	949,280	.083	486,847	.043	462,433	.041
1923.....	1,062,437	.092	515,211	.044	547,225	.047
1924.....	1,277,799	.108	544,045	.046	733,754	.062

<sup>1</sup> See Agricultural conditions.

## DIVISION OF FOREST MANAGEMENT

On April 1, 1924, this division was divided into two entities, the former section of licenses being created a separate division to handle the issuing of all licenses, special permits, caingins, and fire patrol, under the former chief of the division of forest management, whilst the reorganized division of forest management was assigned the work of handling the preparation of legislation and regulations, reconnaissance and special projects, statistics, supervision, coordination of personnel, and extension service. Owing to lack of personnel the director was obliged to assume temporarily the duties of chief of this reorganized division in addition to his other duties. There was very little done except in the way of legislation, the activities of the division being delegated to other divisions until such time as personnel could be obtained for it. During the year a final draft of the revised forest regulations was prepared, and nine bills presented to the legislature by different entities were commented upon. Of these, senate bill 431 was passed and is now act No. 3208, and house bill 1422 was approved by the legislature and is now pending the approval and signature of the President of the United States.

## DIVISION OF LICENSES

The work of this division has been outlined above. There was a total of 4,639 ordinary timber licenses and ordinary minor-product licenses granted, as compared with 4,670 in 1923. This decrease is due principally to the elimination of nonactive or undesirable licensees. The 1924 production was nevertheless greatly in excess of that for 1923.

Gratuitous licenses likewise registered a decrease, as at the end of the year there were 2,171 as against 2,953 issued in 1923. This was partly due to the expiration of the law authorizing the granting of gratuitous licenses for the construction of tobacco-curing houses but principally to the elimination of undesirable applicants, through the requirement of a ₱2 fee to cover cost of clerical work and paper.

There were 3,087 special-permit applications and 415 grazing-permit applications received this year, compared with 921 and 252, respectively, in 1923. On the other hand, only 2,386 caingin permits were issued this year, as compared with 3,723 in 1923 and 5,309 in 1922. This notable decrease is due partly to the bureau's policy of requiring applicants wherever practicable and feasible to take out special permits to occupy public land.

The activity of the field personnel in detecting and prosecuting makers of illegal caingins and the cooperations of the fiscal and judges in dealing with the offenders are gradually reducing the number of cases of illegal caingin making. There were reported this year only 1,753 cases, as compared with 1,759 cases in 1923 and 3,110 in 1922.

A total of ₱158,800.44 represents the bond deposits in effect at the end of the year. In addition ₱21,729.02 have been turned in to the insular treasury through bonds forfeited and also ₱5,023.75 in the form of fees for the issuing of private gratuitous licenses.

Ten licenses were granted on friar land estates under the management of this bureau. Revenues derived therefrom were credited to the bureau of lands.

## DIVISION OF INVESTIGATION

A reconnaissance with the students of the School of Forestry was made during the dry season of the Calamba Estate addition, which is a portion of the friar lands estate assigned to this division for management. This finishes the survey of all lands in this region which are under the jurisdiction of this division.

In addition to the instruction in dendrology in the School of Forestry, the following work was performed during the year:

(a) Compilation of data for a proposed dictionary of flowering plants in the Makiling Botanic Gardens. This work is not fully completed.

(b) An investigation and collection of the more important lianas on Mount Makiling was started.

(c) The botanical collection was extended to Paete, Laguna, and Polillo Island, Tayabas. The species collected numbered 154. These were identified in the bureau of science, but to date no list has been received by this division.

(d) The cataloguing of the plants in the arboretum and campus was completed.

(e) The specimens in the herbarium have been arranged according to the systematic nomenclature of Engler and Prauth, from the family *Cycadaceae* to

the family *Compositae*, in separate folders for each genus, the species in each genus being arranged alphabetically.

The studies on utilization of different products were continued in so far as the personnel permitted, and a considerable collection of fibers, basts, etc., of economic forest species on Mount Makiling was made. The experiment on charcoal making has also been continued. Almost 10 metric tons of charcoal were produced, of which 6,564 kilos were sold during the year.

The activities in forest management and silviculture have been carried on as follows: (a) Growth studies, (b) timber estimates (valuation surveys were taken in connection with the Calamba Estate addition), (c) volume tables, (d) working plans, and (e) reforestation.

During the year several applications have been received for the inspection of areas intended for reforestation by private individuals as well as haciendas and companies. Two small experimental projects were carried out in Ilocos Norte and three plots established previously were inspected. Reforestation work on a small scale was also carried on in connection with the Talisay-Minglanilla project in Cebu and on the Makiling National Botanical Gardens.

In addition to above projects, cooperation with various school entities has been attempted by furnishing them seeds and personally advising them through forest officers who happened to be available.

(f) Nursery: The stock on hand at the end of the year is 14,143 seedlings of timber species, 7,895 ornamental species, and 117 plants of orchids, ferns, etc. This is far less than was available the preceding year and is due to the large amount of planting which has been done in various open areas adjacent to the school and also to the disposal of considerable stock by sale and free distribution.

(g) Arboretum: The area formerly used as a nursery close to the campus was added to the arboretum and 551 new plants were set out, making a total of 1,253 plants at the end of the year. Many of these are exotic species.

(h) Seed collection and distribution: About 2,905 liters of seed were received from Philippine sources and 35 liters from foreign countries; 1,804 liters of seed were distributed, 225 liters were sown in the nursery, 905 liters are in hand, and 6 liters were condemned.

(i) Plant accession and distribution: Four hundred and sixteen plants were received, of which 318 were from Philippine and 98 from foreign sources. A total of 7,620 plants were distributed throughout the year. Of these, 2,419 were timber species and 5,201 ornamental, and of the latter 775 were sold, the amount received being P66.89.

(j) Plantation: The School of Forestry plantations were cleaned and put in good condition this year principally by student labor. The work in the Baguio plantations also was continued along the lines already established, although the lack of funds made it very difficult and forced the curtailment of much experimental work which it was desired to carry out.

(k) Studies: The behavior of several species under various shade conditions was carried on and a considerable number of drawings of the seedlings of important Philippine trees were completed this year. This will form the basis of a valuable publication in the future when sufficient have been made. Germinating tests of the seed of various species have been continued.

(l) Wood technology: The usual annual inspection of the durability test specimens was made and 32 specimens of commercial Philippine woods were added to those already being tested. No new material was added to the wood collection, the number remaining the same as reported in 1922.

(m) Forest School: The school work started on January 2, the enrollment consisting of 25 seniors, one of whom was a pensionado of the British North Borneo Government, and 23 juniors, of whom two were pensionados of British North Borneo. The degree course, with four students taking full work, was continued.

#### DIVISION OF SAWMILLS AND UTILIZATION

*Lumbering.*—There has been a very marked increase in the activities of the mills previously operating, 260,535,600 board feet being manufactured, as compared with 182,006,000 board feet in 1923. The lumber exported amounted to 50,746,864 board feet, as compared with 36,949,904 in 1923. Two new mills were started on Catanduanes Island and three mills which had been shut down have been overhauled and are, or shortly will be, operating again.

*Scaling and grading.*—With this rapid increase in the activities of the mills, and necessarily in the scaling and grading work of the division, it was impossible for the division to keep fully abreast of its obligations, notwithstanding the

assignment thereto of eight new rangers. Many small sawmills whose operations formerly either were not on a sufficient large scale or were too irregular to warrant stationing a scaler at them, have now increased their output to a point where a scaler is necessary. The pay of the trained scalers and graders employed by the sawmills is far above that paid by this bureau, and as a result there is a continual loss of our best men, which lowers the general level. No training of graders was carried on this year, and it is questionable whether it would not be better to force the lumberman's association to form a corps of graders similar to that of the National Hardwood Lumbermen Association in the United States whose services would be available to any member of the association and whose reports would have an official standing not possible to scalers employed by private concerns.

*Markets.*—The home market has been remarkably strong especially when the heavy production of lumber is considered. Weakness was shown during the rainy season but as soon as building began again the market immediately recovered. Of particular note is the improvement shown by the provincial market in its ability to absorb lumber.

*Foreign markets.*—The export demand for lumber continued to increase by leaps and bounds, over 50,000,000 board feet having been exported during 1924. The greatest increase in volume of shipment was shown by Japan, the United States and the United Kingdom came next, and China remained stationary.

*Utilization.*—The most important work done by this section is in connection with the wood technologist's trip to Japan, which was financed by some of the larger lumbermen of Manila. He visited the large lumber dealers in Japan and made them acquainted with the properties and uses of those woods which have been recently introduced there. He also made a close study of the various wood-using industries and gathered data on the consumption of wood in Japan.

Experiments in wood preservation have been carried on in cooperation with the creosoting operations of the Atlantic Gulf Co. Studies of the different structures of wood, experiments on bending wood, and timber tests to show the different factors of strength have all been carried on, but intermittently, owing to lack of personnel and funds.

During the year there were sold 1,206 wood hand specimens, besides 6,889 distributed gratis, principally to schools and commercial entities.

#### DIVISION OF FOREST LANDS AND MAPS

*Land classification.*—The past year has been a banner year for this division. In accordance with the policy laid down by the department, land classification work has been performed, first, in localities or regions where a large number of land settlers were actually found; second, in places to which the tide of immigration of settlers is flowing; and, third, in those which, because of their peculiarly favorable conditions are liable to be preferred by land settlers.

Every effort has been exerted to carry this policy out and all available field and office forces were utilized to advantage. It is gratifying to note that there has been a marked increase in the area covered by the land classification during the year, as compared with any of the previous years, and a much greater amount of work could have been accomplished had the division sufficient funds.

The old procedure of numbering the projects in one series throughout the Philippine Islands has been changed. At present each Province is given a series, beginning with No. 1 and extending to the total number of municipalities composing the Province. Accordingly, during the year there were 286 projects and subprojects with a total area of 1,485,353.11 hectares classified and certified, as compared with 206 projects with a total area of 1,375,944.32 in 1923. There were, in addition, 3,862 parcels of public lands inspected and certified, 4,062 applications pending inspection.

*Public forest land cases.*—There were received during 1924 from general land registration office 93 cadastral and 1,764 ordinary cases, as compared with 89 cadastral and 1,630 ordinary cases in 1923. Of these, opposition to 24 cadastral and 20 ordinary cases was sustained.

*Forest reserves.*—The survey of Mounts Banahao and San Cristobal Forest Reserve was continued throughout the year. It was the only special work undertaken by the division during the year, and it is expected that same would be finished not later than March 31, 1925. The Masinloc forest station site reservation proposed in the 1923 annual report was set aside on August 11, 1924, under proclamation No. 23. The land adjoining the proposed Mount Malaraya Forest Reserve was thoroughly classified in the latter part of 1924 and as a result

such portion thereof as has been found to be timberland will be recommended to be reserved until such time as an accurate survey thereof can be made. Another proposed reserve was laid out during the year in the municipalities of Manito, Albay, Bacon, Castilla, and Sorsogon of the Provinces of Albay and Sorsogon.

*Private woodland registration.*—Fifty-two certificates of registration, covering 116 parcels, of land, with a total area of 13,751 hectares 50 ares and 41 centares, were issued in 1924. In addition, 14 provisional certificates of forest registration were also issued covering 44 parcels of land, with a total area of 2,081 hectares, 62 ares, and 38 centares.

*Communal forests.*—One hundred and fifty parcels of communal forest, with a total of 76,816 hectares, were established this year, as compared with 100 parcels, with a total area of 11,912 hectares in 1923.

*Mapping and drafting.*—Trail notes covering 16,540.98 kilometers and forest valuation over 339.96 hectares were taken during the year, as compared with 14,601 kilometers and 1,416 hectares in 1923. Also 55 maps of land classification projects and 95 of cadastral cases, classified and certified to the bureau of lands were prepared during the year, as against 16 maps of land classification and 150 of the cadastral cases in 1923.

## BUREAU OF LANDS

### GENERAL STATEMENT

*Direction.*—Assistant Director Conrado Carballo was appointed auxiliary judge of the court of first instance on April 1, 1924, and Chief Surveyor Jose P. Dans was promoted to the position of assistant director, assuming duties as such on April 2, 1924. The appointment of Mr. Dans marks an epoch in the history of the bureau of lands, as it is the first time since the organization of the bureau 23 years ago that a subordinate official of the institution has been appointed to the high position of assistant director. In the past this position, as well as that of the director, has been filled by selection from among persons outside the bureau of lands. The appointment of the present assistant director, therefore, has been an added incentive to increased devotion to duty and a genuine cause for rejoicing to the entire personnel of the bureau.

*Organization.*—The efforts begun under the reorganization plan in 1923 to further improve the service of the bureau have been continued during 1924. Thus steps were taken toward expediting action on the various matters coming under the administrative jurisdiction of the director of lands. One of the first measures adopted to accomplish this end was the reorganization of the law division of the bureau with the classification and redistribution of its work into three main sections, namely, land registration, claims and conflicts, and miscellaneous.

*Administrative decisions.*—As a further step toward accelerating the work of the bureau, the rendition of administrative decisions by the director of lands on matters relating to conflicting claims was, during the year, systematized and a uniform manner of preparing and issuing them was adopted. The form thus adopted has so proven its usefulness that it has been extended to all decrees and quasi-judicial orders issued by the director of lands.

*Investigation of private land surveys.*—In order to enable the bureau to cooperate more effectively with the courts of justice in the adjudication of titles to the lands involved in the survey plans approved by the director of lands, the policy was adopted of ordering the investigation of every land survey approved in the bureau containing an area of more than 24 hectares contemporaneously with such approval.

*Coursing of general land registration office records through the bureau of lands.*—As an additional measure of cooperation, arrangements were made with the chief of the general land registration office whereby all applications for land registration presented in the courts of first instance should be referred first to the bureau of lands before publication of the necessary notices. This is done in order to place the government in a position to determine beforehand what action it should take on such applications; that is, whether it should oppose or facilitate the registration, thereby eliminating the undesirable procedure of systematically opposing the registration of private claims for the purpose of giving the bureau of lands ample time to make the necessary investigation prior to trial.

*Designation of public-land inspectors.*—During the year the bureau of lands was confronted with the problem of coping with numerous land investigations in different parts of the islands with only 28 public-land inspectors available under

the appropriation act. As a partial remedy and in line with the policy of developing a uniform technical field personnel, qualified employees in the field have been designated as acting, assistant, or deputy public-land inspectors, depending upon the qualifications and ability of individuals to conduct public-land investigation work, thereby making available for inspection work the services of 287 inspectors during the year.

*Deputy public-land surveyors.*—In a similar manner, in order to enable the bureau with its limited appropriations to keep up with the survey work in connection with public-land applications, in addition to the regular cadastral survey of the country, the sphere of action of private-land surveyors was extended by deputizing as many of them as desired so to act, upon filing of an adequate bond, as public-land surveyors with authority to make surveys of public lands at the expense of public-land applicants under certain conditions.

*Classification of private-land surveyors.*—At the same time, with the growing importance of land surveys in the Philippine Islands, the need was felt for an appropriate classification of government as well as private-land surveyors. It was therefore deemed advisable to promulgate during the year Administrative Orders, No. 1, which announced the adoption of a new classification of surveyors, defined the extent of the authority of each class of surveyors, and gave the different classes of surveys, with a statement on the prerequisites to the issue of certificate of authority to execute each class of survey.

*Revision of surveying instructions.*—A new manual of rules and regulations governing land surveying in the Philippines has been prepared by the chief surveyor under the direction of the director of lands. This new manual has been referred to a committee of four government-land surveyors and two private-land surveyors for study and recommendation and is now being finally reviewed by the assistant director of lands.

*The surveying school.*—With the end in view of raising the standard of land surveyors, an agreement was entered into with the department of public instruction and with the authorities of the University of the Philippines whereby, beginning with the next academic year, the School of Surveying will be transferred from the Philippine School of Arts and Trades to the University of the Philippines.

*Private-land surveyors' committee.*—Steps were also taken to safeguard the surveying profession. Accordingly, a committee consisting of three government surveyors and two private-land surveyors has been created for the purpose of advising the director of lands on all charges of inefficiency and misconduct and in general on all matters affecting the professional standing of private-land surveyors.

*The Vaca Valley investigation board.*—The land troubles in the region known as Vaca Valley in Nueva Ecija continued to be a big problem for the bureau despite the famous judicial decree in favor of the government, because there was hardly a lot in that valley that had not been applied for by two or more public-land applicants. A board of investigation was therefore appointed and ordered to hold sessions in Vaca Valley for the purpose of investigating the conflicting claims right on the ground. As a result of the work of the board, it is now possible to accomplish much in disposing of pending applications from that region, and wherever it appears that an applicant has complied with all the requirements of law, the issuance of his patent is expedited.

*Cadastral collection.*—The collection of cadastral survey costs has been accelerated by designating provincial treasurers as representatives of the director of lands for the purpose of such collections and prescribing a better procedure to be followed in making the collection.

*Forfeited lands.*—As a result of the increasing number of parcels of lands forfeited for nonpayment of taxes, their disposition is becoming a serious problem. There is an urgent need of devising a definite, effective, and speedy method of replacing these lands in private hands so as to continue making them productive.

#### PERSONNEL, APPROPRIATION, AND INCOME

While the appropriation for salaries of this bureau for 1924 shows a slight increase over that for 1923, such increase has not materially improved the situation in so far as the classified personnel is concerned. In fact, this increase is not even sufficient to cover the reduction made in the 1923 appropriation compared with that for 1922. It is not surprising, therefore, that during the year covered by this report the bureau again found itself unable to retain the services of some of its desirable men, who have resigned largely because of inadequate salaries.



The receipts and expenditures of the bureau of lands proper and those in connection with the administration of the friar lands estates and the San Lazaro estates for the years 1903 and 1918-1924 are shown in the following tables:

BUREAU OF LANDS

Fiscal year	Total receipts	Receipts per capita	Total expenditures	Expenditures per capita
1903.....	P140.88	P0.00001845	P34, 105.45	P0.0044683
1918.....	918, 887. 18	.089088	1, 134, 564. 26	.109999
1919.....	1, 053, 055. 88	.0998011	1, 352, 037. 67	.128135
1920.....	962, 662. 14	.0891836	1, 528, 974. 32	.1416474
1921.....	1, 064, 704. 77	.0964189	1, 526, 377. 41	.138224
1922.....	676, 042. 82	.0598455	1, 432, 597. 10	.1268181
1923.....	495, 833. 57	.0429068	1, 556, 752. 75	.1347104
1924.....	433, 472. 97	.03685906	1, 418, 817. 53	.12036717

FRIAR LANDS ESTATES

1918.....	P1, 210, 205. 32	P0.117332	P105, 372. 12	P0.0102161
1919.....	1, 238, 104. 09	.1173387	148, 764. 12	.0140988
1920.....	1, 406, 486. 46	.1302999	204, 834. 30	.0189763
1921.....	959, 708. 06	.08691047	170, 687. 20	.0154573
1922.....	1, 046, 194. 39	.0926125	159, 483. 81	.014118
1923.....	927, 231. 99	.0802361	158, 518. 79	.0137171
1924.....	1, 002, 198. 34	.0850227	155, 404. 57	.0131839

SAN LAZARO ESTATES

1918.....	P326, 602. 14	P0.031665	P1, 063. 89	P0.00639449
1919.....	275, 079. 32	.02607	6, 464. 01	.0006126
1920.....	283, 747. 17	.026101	6, 209. 54	.00057619
1921.....	264, 656. 06	.023967	8, 105. 98	.00071756
1922.....	257, 697. 21	.0228122	6, 400. 05	.00056654
1923.....	243, 748. 22	.02109226	5, 857. 64	.00050679
1924.....	212, 732. 96	.01804746	5, 923. 85	.00050255

LEGISLATION, EXECUTIVE PROCLAMATIONS, AND BUREAU OF LANDS ORDERS AND CIRCULARS

*New legislation.*—The most important piece of legislation affecting the existing public land laws, which was passed by the legislature in 1924 and subsequently approved by the President of the United States, is what is now known as Act 3219, amending certain sections of Act 2874. This amendatory act provides more liberal terms for the acquisition of additions to homesteads and for the purchase of small lots by eliminating expensive newspaper publication where the value of the lot does not exceed P240. It also gives the buyer of public land for residential, industrial, or commercial purposes an option to pay for the land in as many as 10 annual installments, whereas under Act No. 2874 he has to pay in cash; assures the lessee of public land a tenure of practically 50 years; augments the area available for purchase to an individual from 100 to 144 hectares of agricultural land, from 10 to 48 hectares for commercial, industrial, or residential purposes, and from 10 to 96 hectares for educational, charitable, and other similar purposes; and, most important of all, it places the leasing of public land under competitive bidding, as in the case of the sale thereof. This last provision, however, being merely confirmatory of the policy and practice already established by proper regulations since 1923.

*Executive proclamations.*—Three proclamations issued by the Governor General during the year affect the bureau of lands. These proclamations are: Proclamation No. 7, February 6; Proclamation No. 16, May 12; and Proclamation No. 17, June 30.

*Orders, circulars, bulletins, and public lands notices.*—The bureau of lands issued during the year 2 administrative orders, 26 circulars, 5 bulletins, and 13 public lands notices.

*Public lands concessions*

## HOMESTEADS

Year	Applications received		Entries		Patents issued	
	Number	Area in hectares	Number	Area in hectares	Number	Area in hectares
1923.....	7,535	124,045.2214	1,004	14,741.5197	1,224	13,391.7893
1924.....	7,093	109,753.8483	1,801	27,620.2214	974	11,924.4717

## FREE PATENTS

Year	Applications received		Patents issued	
	Number	Area in hectares	Number	Area in hectares
1923.....	6,936	35,237.4535	476	2,096.8507
1924.....	3,877	16,137.4838	335	966.2733

## SALES OF AGRICULTURAL LANDS

1923.....	452	15,333.7842	29	2,772.6362
1924.....	419	13,987.8279	29	2,856.2562

*Applications*

## SALES OF NONAGRICULTURAL LANDS

Year	Miscellaneous		Insular government property		Town sites	
	Number	Area in square meters	Number	Area in square meters	Number	Area in square meters
1923.....	467	4,656,695.07	141	1,136,078.53	-----	-----
1924.....	208	428,040.35	89	9,324,870.00	47	130,500.00

## LEASES OF AGRICULTURAL LANDS

Year	Applications received		Awards made	
	Number	Area in hectares	Number	Area in hectares
1923.....	151	25,019.2380	5	654.1786
1924.....	114	23,035.9058	9	4,163.3586

## LEASES OF NONAGRICULTURAL LANDS

Year	Miscellaneous		Insular government property		Forcshore		Reclaimed lands	
	Number	Area in square meters	Number	Area in square meters	Number	Area in square meters	Number	Area in square meters
1923.....	49	744,335	15	-----	57	-----	1	-----
1924.....	67	695,686	15	-----	50	-----	1	-----

# MINERAL LANDS CONCESSIONS

*Mining locations.*—During the year covered by this report 187 mining claims were located in 22 provinces, which locations consist of 97 lode and 90 placer mining claims. The total area of the claims staked is 2,771.4711 hectares, of which 853.3027 hectares are lodes and 1,918.1684 hectares are placers.

Of the 22 Provinces where mining claims were located the Mountain Province leads with 58 claims to its credit, although the largest area of mineral lands appropriated by location is in Pangasinan. The latter has 18 claims, 16 of which were located by an association of persons and cover an aggregate area of 1,024 hectares.

With respect to the minerals for which the above reported 187 claims were staked, the Mountain Province, with 54 gold lode locations and 4 gold-silver lode locations, also leads all the other Provinces. Masbate still maintains its position as second in the number of gold lode locations. Camarines Norte, however, has fallen to fourth place, while Marinduque rose to the third position. Pangasinan leads all the other provinces in the number of gold placer locations. Bulacan still holds its place as the iron-producing Province. Guano locations are fairly well distributed among the Provinces.

*Mining concessions.*—The numbers and area of mining patents, permits, and leases in force on December 31, 1924, were as follows:

	Number	Area in hectares
1. Lode patents.....	111	849.9735
2. Placer patents.....	18	376.4226
3. Coal patents.....	8	338.0000
4. Coal revocable permits.....	65	2,644.8122
5. Coal leases.....	6	3,131.5063
6. Geological exploration leases.....	6	75,100.0000
7. Petroleum drilling leases.....	5	1,984.0000
8. First-class concessions.....	481	3,963.8930
Total.....	700	88,388.6076

*Mining enterprises.*—In view of the fact that most of the development and exploitation of mineral resources finally come to be by mining associations or corporations, and since our mining laws prescribe certain requirements, prohibition, and limitation of their powers, with regard to citizenship, maximum area, number of holdings that can be acquired, etc., this bureau began during the year the compilation of information on the formation and activities of mining enterprises with a view to aiding the industry and preventing as much as possible under the circumstances combinations and hoarding of interests against the provisions of law.

*Mining investigations.*—During the year a systematic method of inquiring into protests and applications was adopted. Orders of investigations are issued to and executed by district land officers to inquire into such protests and conflicts as have been submitted to the director of lands for settlement.

*Inspection of mineral lands.*—This phase of the work is important and much needed to enforce compliance with administrative requirements of the law and regulations as to assessment, development, and geological exploration work by the holders of mining locations and petroleum or coal leases and permits. Very little inspection was made during the year, due to lack of sufficient funds for the purpose.

*Recording of documents pertaining to mining claims.*—The provisions of our mining laws require the filing and registration in the office of the mining recorders of documents affecting mining claims located in accordance with the act of Congress of July 1, 1902, and Act No. 624 of the Philippine commission. For this purpose the Philippine Islands is divided into 49 mining recorder's districts, for each of which a mining recorder is designated.

During the year 1924 there were received by the mining recorders 579 documents for registration pertaining to mining claims, classified as follows: 187 declarations of locations, 359 affidavits of annual assessment work, 16 deeds of transfers of mining locations, 6 powers of attorney, 4 leases or mining options, 3 declarations of abandonment, 1 affidavit of citizenship, and 3 miscellaneous other instruments.

## SURVEYS

*Surveys completed.*—The following table shows the different classes of surveys completed during the year 1924 and the total since 1905, when the first survey work was commenced by the bureau of lands:

Surveys completed	For 1924 only		Total since 1905	
	Lots or parcels	Area in hectares	Lots or parcels	Area in hectares
1. Cadastral surveys under Acts 2259 and 2874.....	23, 017	72, 650	485, 218	1, 681, 166
2. Cadastral surveys under Act 2989.....	825	1, 161	825	1, 161
3. Miscellaneous surveys.....	3, 995	6, 050	44, 966	920, 834
4. Private surveys.....	9, 065	43, 080	118, 799	963, 840
5. Isolated public land surveys.....	3, 167	32, 037	30, 727	482, 350
6. Reservation surveys.....	24	175	1, 148	69, 752
7. Friar lands surveys.....			51, 410	158, 264
8. Agricultural colonies surveys.....			2, 046	23, 058
9. Town-site surveys.....			6, 719	6, 692
Total.....	40, 096	155, 153	741, 858	4, 307, 117

*Cadastral surveys.*—During the year covered by this report, 63 municipalities applied for cadastral survey, 37 of which were authorized by the Governor General, and the survey of 10 of them was inaugurated during the year. There were also 13 cadastral projects inaugurated under Act No. 2259, as amended, involving about 53,243 lots having an aggregate area of 93,899 hectares. The cost of the survey of these projects is estimated at ₱601,000.

At the close of the year 1924, 35 cadastral projects were in progress in the field, 25 of which were regular cadastral, surveyed under the provisions of Act No. 2259, as amended, involving approximately 263,834 lots, having an aggregate area of about 402,127 hectares; 3 were surveyed under Act No. 2989, involving 23,470 lots and a total area of 34,000 hectares; and the other 7 were semicadastral surveys of big tracts of public lands, comprising about 11,959 lots, having an area of 52,167 hectares.

*Cadastral cases in courts.*—During the year there were 68 cadastral cases, involving 48,275 lots and an aggregate area of 188,662 hectares, filed in the courts of first instance. Out of the total of 741,858 lots, with an area of 4,307,117 hectares, which have been completely surveyed to December 31, 1924, the plans for a total of 505,725 lots containing an area of 1,811,626 hectares were presented in the various courts of first instance for use in connection with the hearings in 587 different cadastral cases. Fourteen cadastral cases, involving 11,924 lots, with a total area of 33,289 hectares, were decided by the courts during the year, raising thus the grand total to 244 cadastral cases, involving 178,072 lots with an aggregate area of 697,842 hectares, decided by the courts since 1905.

*Cadastral survey costs.*—During the year under review the bureau has spent ₱591,506.71 for regular cadastral projects executed under Act No. 2259, as amended, which, added to the previous total of ₱6,488,734.34, makes a total of ₱7,080,241.05. Deducted from this total the amount of ₱708,024.10, which is the 10 per cent insular share, the balance of ₱6,372,216.95 is the amount reimbursable to the government by the provincial and municipal governments concerned and the owners of the lands surveyed.

*Isolated public land surveys completed.*—There were also 2,781 surveys of isolated public lands, involving 3,167 parcels with an aggregate area of 32,038 hectares, executed during the year, with the corresponding plans prepared. This leaves 6,345 surveys of isolated public lands pending in the field at the end of 1924.

*Private land surveyors and their surveys.*—Certificates of proficiency and authority to execute land surveys in accordance with standing regulations were issued to 10 new private land surveyors during the year. This addition increases the total number of authorized private land surveyors to 360. Of this number, however, only 117 have submitted surveys during 1924 for verification and approval.

ADMINISTRATIVE SETTLEMENT OF CONFLICTS, LAND REGISTRATION, AND OTHER  
LEGAL WORK

*Claims and conflicts.*—Early during the year covered by this report the manner of keeping the record of protests and claims filed in and decided by the bureau was revised and greatly improved. By this revision work it was possible to have a more accurate check on claims and conflicts received and acted upon in the bureau. There were 1,081 decisions on claims and conflicts rendered in 1924, as against 720 rendered in 1923.

*Land registration.*—The work undertaken by this bureau along this line during 1924 included (1) the filing and presentation of cadastral cases, (2) the institution and prosecution of compulsory registration proceedings, (3) the examination of records of applications for the registration of lands or the judicial confirmation of titles thereto, (4) the filing of government claims in all kinds of registration proceedings, (5) the court work done by the special attorneys of the bureau, and (6) the study of decisions on registration and civil cases for purposes of appeal.

*Town sites and reservations.*—Forty-three parcels of land were reserved for various purposes other than town sites. Legal papers for 56 proposed reservations containing more than 130 parcels of land were acted upon by this bureau, together with 6 proposed barrio and town sites.

*The custody of Spanish documents.*—The documents in the custody of the bureau of lands which consist of royal titles, usually known as "Expedientes del Gobierno Español Sobre Composicion Gratuita con el Estado, Venta, y Venta Forestal" have been fully indexed for ready reference and bound in 299 quarto and 459 octavo volumes.

## PRIAR LANDS AND SAN LAZARO ESTATES

*Sales of friar lands.*—The amount of the friar lands estates sold during 1924 was almost double that sold during 1923, as may be seen from the following comparative statement:

Year	Number of lots	Area in hectares	Value
1923.....	380	213.5974	P53,884
1924.....	233	775.6712	94,978

The total area of friar lands fully paid for during 1924 is 733,8024 hectares, distributed over 935 lots and valued at P153,258.60.

*Deeds of conveyance issued.*—The bureau executed during the year a total of 1,249 deeds of conveyance to purchasers of lands who have fully paid the sales value of the lands purchased. These deeds conveyed title to 1,270 lots having a total area of 695,7281 hectares, valued at P158,879.28.

*Collections.*—The following is a comparative statement of collections from the sale of friar lands for the last four years:

Fiscal year	Rents	Sales	Interest	Miscellaneous	Total
1921.....	P55.00	P654,508.64	P287,097.06	P3,343.64	P945,004.34
1922.....	110.00	755,842.32	271,624.41	3,870.98	1,031,447.71
1923.....		680,886.01	230,436.39	3,905.98	915,228.38
1924.....		740,815.56	237,360.35	5,206.40	983,382.31

*Assignments and transfers.*—As compared with a total of 1,638 assignments involving 4,174.7773 hectares, of friar lands approved in 1923, there was approved during 1924 a total of 2,021 assignments, involving 6,673.2233 hectares.

*Irrigation systems on friar lands.*—The policy inaugurated in 1923 of enlarging the capacity of the irrigation systems on friar lands for the purpose of attaining substantial increase of harvest and, if possible, obtaining two crops a year, was continued in 1924. One of the most important works accomplished during the year was the redigging and cleaning of the existing tunnels, ditches, and aqueducts. Special attention was also given to the repair of the irrigation structures damaged by typhoons, heavy rains, and floods during 1923, preference having been given to the big structures upon which big areas of land depend for water.

*Roads and bridges in the friar lands estates.*—Notwithstanding the fact that during the years 1922, 1923, and 1924 the legislature did not grant any appropriation for the construction, maintenance, and repair of roads and bridges in the friar lands estates, with the remaining balances of appropriations under acts 2935 and 2955, it was possible to complete some proposed roads and bridges and to start the work on others which have been duly investigated and approved by the director of public works. Some of the roads recently completed are now administered and maintained by the respective Provinces in accordance with an agreement entered into with the provincial authorities concerned.

*Friar lands investment fund.*—At the beginning of the year 1924, the number of outstanding loans was 320, representing a total of ₱207,321.40. During the year, 62 accounts, representing ₱38,095.98, have been settled, while 95 old loan contracts amounting to ₱35,268 have been renewed, so that the total number of outstanding loans at the close of the year was 351, representing the amount of ₱241,327.32.

*Disposition of the San Lazaro estate.*—During the year the payment of the installments on 139 lots, having a total area of 19,519 square meters, valued at ₱64,968, was completed and the corresponding deeds of conveyance were executed. There were also sold at public auction on November 24, 1924, 13 lots vacated by the city of Manila.

*San Lazaro investment fund.*—The operations of this fund considerably increased in volume during the year covered by this report. The number of applications approved and the number of loans repaid were practically double those of the preceding year. The total amount in operation at the close of the year was ₱1,501,629.11.

## BUREAU OF SCIENCE

### GENERAL STATEMENT

Important among the changes in the personnel of the bureau of science was the appointment of a new director and that of an assistant director of the institution. Director Elmer D. Merrill, who has been on leave of absence in the United States since November, 1923, has finally applied for retirement from the service, and he was thus retired, effective March 8, 1924. On March 12 Dr. William H. Brown, who had been appointed ad interim director, vice Doctor Merrill, took the oath of his new office and assumed the duties of the position. His appointment was confirmed by the Senate on November 8, 1924. Mr. Victoriano Elicaño, chief of the division of mines of the bureau of science, was appointed ad interim assistant director of the institution on March 15, and the Senate confirmed the appointment on November 4, 1924.

The past year has been one of great activity and considerable progress in the bureau of science. Much more routine work was done both for the government and for private individuals than in any previous year. The amount of manufactured products, such as vaccines, serums, and tikitiki greatly exceeded that of any past years. Much time was devoted to research, and valuable results were accomplished along various lines.

### RESEARCH

Among the more outstanding accomplishments along research lines are the following:

*From the division of biology.*—Completion of chemotherapeutic study of chaulmoogra and related products in vitro; proof of the existence of *bacillus dysenteriae* carriers in the Philippines; serological study of leprosy, correcting certain views and showing the constant occurrence of a nonspecific reaction in leprosy; study of the bacteriological flora of the Manila water supply and the effect of long exposure of lactose fermenters to water; study of normal agglutines in sera of various animals, possible donors of agglutinent serums; study of experimental pneumonia in Philippine monkeys under normal climatic conditions; study of the variations of the various types of *bacillus dysenteriae* showing the inconstancy of various types; experiments on serological study of various groups of *bacillus dysenteriae*; transmission of leprosy in animals; the development of a nonspecific serum reaction in yaws, the study of its behavior during the course of infection and after treatment; study of immunity in yaws; experimental study of dengue in all its phases, including means of transmission by mosquitoes, the period of infection of the patient and mosquitoes, immunity, and the causative agent.

*From the division of inorganic chemistry.*—Proof of the suitability of Baguio siliceous sintars for the manufacture of sand-lime brick; the development of a color test for distinguishing hemp or abaca from canton and maguey; experiments showing the practicability of molding sawdust into briquette form without the use of binding material; determination of the value of Philippine coal dust in liquid fuels.

*From the division of organic chemistry.*—The successful application of canning methods to various Philippine fruits and vegetables with the production of excellent results; completion of the work on the recovery of fusel oil in the manufacture of alcohol, a valuable product which was formerly wasted and is now the basis of a valuable industry paying thousands of pesos; introduction of improved methods of fermentation in the distilling industry which should result in greatly increased yields of alcohol; study of recovery of waste products in the coconut industry; the successful demonstration that camphor can be produced in the Philippine Islands; method of bleaching rattan on a commercial scale; study of the essential oil of calantas wood; study of the cause of discoloration of buildings by the use of ipil wood and demonstration of methods for its prevention; study of the possibility of the extraction of nicotine from tobacco waste for the manufacture of insecticides; a chemical and pharmacodynamic investigation of *Strophanthus lelei* Merr., a new and valuable Philippine medicinal plant; a study of the food value of Philippine fruits and vegetables; extensive study of the Philippine citrus fruit industry, with recommendations for its improvements.

*From the division of mines.*—Completed field work on the geology and structure of the Angat region, with particular reference to the building of water conduits to the city of Manila; report to the earthquake committee on the geology of Manila and vicinity; detailed geology of northwest Leyte; geologic reconnaissance of portion of southeast Mindoro; preparation of a publication on the mineral resources of the Philippine Islands for 1921, 1922, and 1923; monograph of the recent Madreporaria (corals) of the Philippine Islands.

#### ACTIVITIES

The foregoing shows in a brief way the principal results of the activities in which the aforementioned divisions have been engaged during the year. As to the other divisions, their work is briefly summarized as follows:

*Division of botany.*—Extensive botanical explorations were made in Jolo, Samar, Bataan, and Zambales Provinces. Specimens were donated by Mrs. M. S. Clemens, Davao collection; Professor Kienholz, Mindoro collection; and the bureau of forestry. The total number of additions to the herbarium is 2,138. A pharmacognostical study of *Quinopodium ambrosioides* has been completed and the work on the classification and uses of local medicinal plants continued during the year.

*Division of entomology.*—This division collaborated with the United States Army Medical Department Research Board in the work concerning the biology, determination and inspection of mosquitoes used in the experiment of dengue fever; and cooperated with both the bureau of agriculture and the bureau of forestry in the study of insects affecting agriculture and forest products. New materials were collected from Nueva Vizcaya Province, the mountains of Zambales, and from Jolo and Tawitawi Islands, and in exchange from Java, Australia, and Jamaica.

*Division of fisheries.*—The chief of the division was absent in the United States during the first part of the year, and the return of Mr. H. H. Montalban, a pensionado of the bureau of science, in December reinforced the technical personnel of the division. Mr. Montalban, on his way home, participated in the proceedings of the Pan-Pacific Food Conservation Conference in Honolulu as delegate of the Philippine Government, and looked into the fisheries of Japan proper and Formosa.

The Bicol River system has been inspected, and the Lake Bago, in Camarines Sur, was found to be an ideal place for carp propagation. Similar work will be extended to other regions. For fish culture purposes, a large concrete pond was constructed for the raising of fries of carp and other fresh-water fishes for planting in suitable places in different parts of the country. New fish specimens from Mindoro, Nueva Ecija, and the Sulu Archipelago have been added to the collection in the aquarium; and four papers on various Philippine fishes have been published during the year.

*Soil and fertilizer division.*—The work of the division has increased considerably owing to the increasing demand for fertilizers and a greater desire on the

part of the sugar farmers to increase the productivity of their soils. Not less than 766 samples of soil and fertilizers were analyzed during the year, as against 589 in 1923. Since the enforcement of the fertilizer law in 1923 about 35 brands of fertilizers have been registered, and it is estimated that about 20,000 tons of fertilizer have been used in 1924 for the sugar crop alone. This division is naturally in close cooperation with the bureau of agriculture and the fertilizer factories. Work has also been done by the division on insecticides and fungicides and also on galvanized-iron roofing.

*Library.*—The library is one of the most valuable assets of the bureau of science, now consisting of nearly 56,000 bound volumes and over 30,000 unbound volumes and parts.

#### COOPERATION

*United States Army Medical Research Board.*—The United States Army Medical Research Board continued to occupy quarters and carry on research work in the bureau of science. Excellent work was done on blood chemistry, particularly in reference to the effect of long residence in the tropics on the blood of white men. The results failed to show any harmful effects. A survey was made of tuberculosis in the Philippine Islands; and a paper has been prepared on the transmission of leprosy in human beings. The most conspicuous accomplishment of the board was a very thorough study of dengue in all its phases, by Lieut. Col. J. F. Siler. This was an exceedingly valuable and well-conducted research and very greatly extended our knowledge of the transmission and prevention of dengue. This experimental work has shown that *Culex* need not be considered and that the disease is transmitted by *aedes egypti* (*stegomyia fasciata*). The mechanism of transmission was found to be the same as that for yellow fever, namely, that the patient with dengue must be bitten during the first three days of illness for the mosquito to be infected; that the virus must remain in the mosquito for 10 days to mature; and that once the mosquito becomes infected it is capable of transmitting infection throughout the remainder of its life.

*Rockefeller foundation.*—Dr. C. N. Leach left the islands, while Dr. G. R. Lacy, assistant to the director, continued in the bureau throughout the year and gave us very valuable assistance. Doctor Lacy and Colonel Siler were appointed by the Governor General on a committee to investigate the typhoid situation in Manila. The results of the investigation will be published by the Philippine Health Service and should be of great value. Doctor Lacy made a report on a survey of and bacteriological findings on vegetables in Manila and Baguio. He has prepared an excellent paper entitled "A report of typical and atypical *Bacillus dysenteriae* Shiga with special reference to agglutination reaction."

*Industrial fellowships.*—During the year two very important industrial fellowship agreements were entered into, one with the Philippine Sugar Centrals Agency and the other with the American Cordage Institute; the former being for research work on the chemistry of sugar, while the latter for one year's work on the investigation of abaca.

#### IMPROVEMENTS

The material condition of the plant has been greatly improved. The improvements of the plant include the enlargement and concreting of the fishpond. For some time past the fishpond has been allowed to remain dry, as the expense of a water supply was excessive. With the concreting of the fishpond this difficulty has been removed and the saving in water for one year will pay for the improvement. The assay house was in a greatly dilapidated condition. This has been so repaired that it is now in excellent shape. The herbarium was so crowded that the cases had to be placed in the halls. This condition has been remedied by the construction of a second floor in the herbarium rooms. This not only removed the congestion but makes the specimens much more available, as it does away with the necessity of moving and climbing ladders. The whole inside of the building has been painted, giving it a much fresher, lighter, and more cheerful appearance. The roof of the main building was replaced and the roofs of the small buildings painted.

#### EXPENDITURES AND INCOME

The expenditures for the year were ₱620,492.11, as against ₱580,007.91 for 1923, or an increase of ₱40,484.20. This increase was due to the greater activities, particularly to the greater amount of routine work, the larger production, and the necessary improvements. The income from operations was ₱330,295.95,



as against ₱366,492.87 for 1923. With the exception of the division of biology there was an increase in the income from all divisions. The decrease in the income from the division of biology is due largely to the fact that early in the year the Philippine Health Service used biologic products to a greater extent than in previous years and did not have money to continue its extensive campaign. At the same time the bureau of science did not have funds to continue the increased production throughout the year. This difficulty was met by the Philippine Health Service furnishing the bureau of science with a large quantity of supplies for the manufacture of vaccines, in return for which the bureau of science furnished free to the Philippine Health Service about ₱75,000 worth of vaccines of the classes for which the Philippine Health Service is usually charged.

The greater part of the activities of the bureau of science is, of course, work for other government entities, for which no charge is made. Were the bureau of science to charge for this work, its income would greatly exceed its expenditures. No real estimate of the work done by the bureau of science can be made without taking into consideration the value of free work.

Below is a comparative statement of the actual expenditures and income:

Year	Population	Expenditures		Income	
		Total	Per capita	Total	Per capita
1903 .....	7,635,426	₱113,941.47	₱0.01	₱40,098.07	₱0.005
1918 .....	10,314,310	384,893.86	.03	135,575.56	.01
1919 .....	10,551,539	441,358.58	.04	205,569.04	.02
1920 .....	10,794,223	611,791.62	.05	224,757.97	.02
1921 .....	11,042,490	789,758.79	.07	268,702.77	.02
1922 .....	11,296,467	626,334.57	.05	343,651.33	.03
1923 .....	11,556,286	580,007.91	.05	366,492.87	.03
1924 .....	11,822,080	620,492.11	.05	330,295.95	.03

### WEATHER BUREAU

#### GENERAL STATEMENT

The director, Father Jose Algue, has been granted an extended leave of absence with permission to visit Europe, and the assistant director, Father Miguel Selga, has been acting as director since September 15, 1924. Outside of this temporary change the personnel of the weather bureau has remained practically the same as in 1923.

The following table shows the receipts and expenditures of the bureau for 1924:

Year	Population	Receipts, total	Receipts per capita	Expenditures, total	Expenditures per capita
1903 .....	7,637,426	(1)	(1)	(1)	(1)
1918 .....	10,314,310	₱407.05	₱0.0000394	₱165,681.74	₱0.01605
1919 .....	10,551,539	295.14	.0000273	219,261.49	.02071
1920 .....	10,794,223	647.87	.00006002	230,346.46	.02134
1921 .....	11,042,490	426.04	.00003859	264,853.34	.02398
1922 .....	11,296,467	728.41	.00005448	223,279.68	.01976
1923 .....	11,556,286	1,214.58	.0001051	213,346.09	.01846
1924 .....	11,822,081	218.31	.0000185	219,317.32	.018551

<sup>1</sup> Year 1903 not available.

#### METEOROLOGICAL DIVISION

Seven well-developed typhoons, two depressions, and one low pressure have traversed the Philippines in 1924. The regions most seriously affected were the Bashi Channel in June and July, Central Luzon in August, the Balintang Channel and Northern Luzon in October, Southeastern Luzon in December, and the Visayas in November and December. The typhoons that did most damage were the August typhoon to Nueva Ecija and Tarlac; the October 2 typhoon to Cagayan and the two Ilocos Provinces, and the December typhoon

to Surigao, Samar, Leyte, Cebu, Bohol, Sorsogon, and Albay. The great damage in this December typhoon was done not so much by the winds as by the rains and floods, causing severe landslides. The 1924 seasonal distribution of storms was abnormal; first, because not a single typhoon or depression or low-pressure area occurred during the first five months; second, because September, which usually shows the maximum of storms, had none in 1924; and third, because out of a total of 10 depressions or typhoons 6 were observed in the last three months of the year.

The cablegraphic weather service of the Far East has improved so much that the weather map is usually ready for distribution at 2 p. m.; 187 typhoon warnings were cabled by the weather bureau to foreign observatories of the Far East during the year.

In spite of insistent requests and of a generous advertising of the benefits to be accrued to the parties concerned, the meteorological service from ships by wireless leaves yet much to be desired; the response has not been so enthusiastic as may be expected, 117 steamers only having contributed with 810 messages. Efforts will be made to obtain a better cooperation.

The work of copying meteorological observations from the log books of steamers calling at Manila has been continued successfully during the year. Copies of logs of other steamers which happened to be near the center of typhoons have been received also occasionally from the Weather Bureau of Washington and from the Royal Observatory of Hongkong. These observations are utilized for verifying our typhoon tracks. During the year 1924 observations have thus been obtained from 247 steamers, representing a total of 7,886 days' observations.

A new service was inaugurated for the benefit of the Air Service of the Philippine Department. The regular meteorological observations taken at 6 a. m. in about 40 of our stations are wired every day through Fort Santiago to Camp Nichols, a direct telegraphic line having been established by the signal corps. This service has given satisfaction to the two parties concerned.

With the seismic station at Ambulong and the magnetic one at Antipolo, there were at the end of the year 7 first-class stations, 12 second class, 30 third class, 111 rain stations, and 88 volunteer or cooperative stations, or a total of 250 stations distributed throughout the country in 1924, as against 244 station in 1923.

#### SEISMIC DIVISION

Two destructive earthquakes were felt in Eastern Mindanao. The first occurred on the 15th of April along the eastern part of the Province of Davao, and the second on the 30th of August in the Surigao and Agusan Provinces. Both were of tectonic character and originated in the Philippine Deep. The April earthquake hit chiefly the coast of Mati where it caused damage to structures and produced cracks, fissures and subsidences in hilly and alluvial grounds. An earthquake wave followed which flooded low coastal shores but without considerable damage. The August earthquake had more disastrous effects along the coast of Surigao and in the northern portion of the Agusan Valley. A special committee, consisting of the chief of the seismic division, the assistant director of the bureau of science and chief of the division of mines, and the district engineer of Surigao and Agusan visited the region affected. Although no loss of life was reported, the material damage was great. Cracks and landslips were conspicuous in alluvial ground and in steep surfaces, chiefly along water courses. However after a careful field study, it was ascertained that only old or poorly constructed structures had sustained damage, and the disturbances in the ground could be explained by either its soft nature or the steepness of the angle. Mortar and stone walls as well as modern cement buildings generally escaped without any important crack. The central area of this earthquake had an extension of about 100 kilometers along the coasts of Surigao, south of the capital, and some of 50 kilometers inland to the Agusan Valley. Several other earthquakes of much extension, but moderate intensity also occurred in Luzon and the Visayas.

The only volcano which gave signs of extraordinary activity was the Babuyan Claro, in the Babuyan Islands. Explosive eruptions have been relatively frequent in this volcano, and an extraordinary eruption was reported as having occurred about the 13th of March.

#### MAGNETIC DIVISION

Important among the observations made by the division during the year was that of solar activity. A new period of sunspots has begun after the minimum in 1923. The number of disturbed days, totaling 238, was this year far greater

than that for 1923. There occurred 14 true disturbances, but only two had very extraordinary intensity and duration, the first of which was accompanied by display of aurora in high altitudes and disturbances on electric wires. As in previous years, three monthly bulletins of the magnetic character have been sent to the international committee to be published in the General Bulletin, with photographic copies of the disturbances selected by the said committee.

#### ASTRONOMICAL DIVISION

Time signals have been sent every day of the year, during five minutes (10.55 to 11 a. m.), from the observatory to all the telegraph stations connected with post office of Manila. For the convenience of the city and the steamers anchored at the bay, the time ball has been hoisted every day at 11.55 a. m. and dropped automatically by the clock exactly at noon. At night (9.55 to 10 p. m.), through the cooperation of the central office of Manila, time signals have been sent from the observatory to the Cavite-Los Baños Naval Radio Station. For the time determinations, 1,155 star transits have been taken during the year. A large number of chronometers have been received in the division for rating this year.

#### STOCK FARMS

(Established under Act No. 2758)

At the beginning of the year there were in all the three stock farms, namely, Bongabong, Damarao, and Ubay, and the Alabang Receiving Station, a total of 1,924 animals, valued at ₱190,223.93. On December 31st, the total was 2,283 head, valued at ₱204,364.05, exclusive of 484 calves under one year of age. The rate of birth during the year was 56.41 per cent, while that of death only 2.42 per cent.

#### Status of funds

	1923	1924
Current assets.....	₱101,591.72	₱92,768.39
Fixed assets:		
(a) Animals, exclusive of horses.....	190,223.93	204,364.05
(b) Buildings, horses, and other equipments.....	5,548.50	5,388.06
Total.....	297,364.15	302,520.50
Capital.....	400,000.00	400,000.00
Accumulated losses.....	102,635.85	97,479.50

The foregoing table is as per trial balance at the close of business on December 31. It is subject to certain adjustments. The fixed asset (a) for 1923, for instance, still includes the book value of ₱1,594 of 10 animals that died during the year but have not yet been finally dropped by the bureau of audits. The total value, therefore, of the assets at the end of 1923 was really only ₱295,770.15, and consequently the total loss up to that time was ₱104,229.85. On the other hand, the sum of ₱204,364.06 under 1924 for fixed asset (a) also includes the book value of ₱999 of 7 animals which have been sold for ₱530, but the transaction has not yet been finally adjusted. The real value therefore of all the assets on December 31, 1924, was ₱302,051.50, which shows a net gain of ₱6,281.35 as compared with that for 1923.

This gain may seem small, but it is very significant in the administration of the stock farms when we take into consideration the fact that this is the first time since the enactment of the law (act 2758) which authorized the establishment of said government stock farms in 1918 that the enterprise has ever made any gain over and above the yearly cost of operation. In other words, the accumulated loss of ₱104,229.85 up to December 31, 1923, has been reduced to ₱97,948.50 during 1924. It is expected that greater gains will be realized hereafter. This office has since this year adopted the policy of selling the unproductive matured animals, both male and female, as fast as practicable and gradually increasing the number of breeding cows. There is plenty of pasture in each of the stock farms, and much larger number of animals can be taken care of at practically no greater expense.

## RICE AND CORN FUND

(Special fund of ₱1,000,000 under Act No. 2818)

Loans totaling ₱1,561,245 have been extended to rural credit associations since the beginning, 1919. Out of the total of 547 associations existing in 1924, 318 or over 58 per cent, owed the rice and corn fund. The total of outstanding loans at the end of the year was ₱967,302.16, and the collections, from principal and interest, totaled ₱853,003.24, distributed as follows:

Year	Principal	Interest	Total
1920.....	₱74,420.00	₱44,587.76	₱119,007.76
1921.....	90,578.97	52,618.98	143,197.95
1922.....	101,890.78	56,553.41	158,444.19
1923.....	148,718.50	51,356.85	200,075.35
1924.....	178,334.59	53,943.40	232,277.99
Total.....	593,942.84	259,060.40	853,003.24

The sum of ₱284,310.44 has so far been gained as interest, of which ₱259,060.40 have been actually collected by the end of the year. The total expenditure during 1924 was ₱7,097.62, as against the average of ₱8,744.87 during the preceding five years.

The total net assets of the rice and corn fund at the close of the year was ₱1,232,296.39, or a net gain of ₱232,296.39, or more than 23 per cent in less than six years of operation over the original capital of ₱1,000,000. Of far greater consideration, however, is of course the benefit derived by the rural credit associations and the individual farmers from the use of the money so loaned to them at a low rate of interest for the greater production of rice and corn.

The general stringency of money, coupled by the damages caused to agriculture by unfavorable weather conditions, the locusts, rinderpest and anthrax in different sections of the country, made the collection of especially the instalments difficult during the year. All the loans, however, are well protected by the large amounts of securities, consisting of real estate, offered by the borrowing associations. The collection is being pushed as vigorously as possible, to the extent of bringing action in the court against the delinquent associations where advisable.

## AGRICULTURAL COLONIES

There has not been any change in either the number or the administration of the agricultural colonies under this department during the year. The director of lands continued administering the Cagayan and Bohol colonies and the director of the bureau of non-Christian tribes those located in Cotabato and Lanao, as delegates of the secretary of agriculture and natural resources. No additional funds have been voted for the support of the colonies, so that these had to do the best they could within their own resources which, particularly in the case of the colony in Cagayan, were very limited.

In the last session of the legislature a bill (S. No. 416) was introduced in the senate designed to better coordinate, extend, and prosecute the agricultural colonization work of the government, but same could not be acted upon in the house. The bill as submitted has been favorably recommended by the department.

*Bohol colony.*—There were 1,612 hectares under cultivation in this colony this year as against 1,566 hectares in 1923. The grain crops have been considerably destroyed by locusts and floods. Some of the colonists planted sugar cane, with very good results. Secondary crops, mostly root crops and tubers, were produced successfully, but the very high cost of transportation to the market has reduced considerably the profit realized from the sales thereof. With 569 new trees planted, the coconut trees in the colony totaled 11,437 at the end of the year. Both fruit trees and domestic animals are gradually increasing in the colony. Many colonists have paid entirely their debts to the government, and of the 155 carabaos the government bought for them on account, 45 are now entirely owned by the colonists.

The health condition of the colonists has been very good. There were 66 births and 10 deaths during the year. The foremen have been performing the duties of sanitary inspectors in their respective districts.

Complete intermediate instruction is now definitely established in the colony due mainly to the efforts of the colonists who constructed one of the finest school buildings in the province with the materials and labor furnished by the colonists themselves.

*Agayan Colony.*—This colony suffered heavily during the year from destruction of crops and buildings by locusts and typhoons. Were it not for the timely aid given by the Red Cross Society after the typhoon in October, which not only destroyed crops and houses but also killed and injured persons at various places, the colonists would have experienced untold misery for want of food. Three hundred and fifty pesos worth of rice and corn seeds have been supplied the colonists by the administration. Locusts destroyed a very large portion of the rice and corn crops. There were 280 carabaos in the colony at the close of the year, 105 of which belonged to the Government and the rest were owned by the colonists. The two schoolhouses in the colony were among the buildings totally destroyed by the typhoon. The most common diseases in the colony are malaria among the adults and dysentery and diarrhea among the children. It is believed that the water used for drinking is one of the causes of some of these diseases.

*Cotabato Colonies and Momungan Colony.*—The field data from these colonies in Mindanao are still incomplete at this writing. So the report on those colonies will be forwarded later on so as not to delay any longer the submission of the present.

Respectfully submitted.

SILVERO APOSTOL,

*Acting Secretary of Agriculture and Natural Resources.*

THE GOVERNOR GENERAL, Manila.

# REPORT OF THE SECRETARY OF COMMERCE AND COMMUNICATIONS

JANUARY 1 TO DECEMBER 31, 1924

DEPARTMENT OF COMMERCE AND COMMUNICATIONS,  
*March 28, 1925.*

SIR: I have the honor to submit the following report of the activities undertaken or supervised by the department of commerce and communications for the year ending December 31, 1924:

## GENERAL STATEMENT

The organization remained fundamentally the same, there being no legislative changes affecting this department. The undersigned continued to be the acting head of the department throughout the year. There were, however, important changes that took place during the year in the personnel. Mr. Pérez, the first Filipino director of public works, resigned, to become the general manager of the Manila Railroad Co. and Mr. A. D. Williams, chief, irrigation division, was appointed ad interim to fill the place left vacant. Mr. Hermenegildo Crúz was promoted to director of the bureau of labor, and Mr. Modesto Joaquín, to assistant director. Mr. Pagenhart, former director of coast surveys, having completed his insular tour of duty, left for the United States, and his place was filled by Commander H. A. Seran. There were, of course, ordinary changes caused by resignations and necessary appointments in minor positions.

Although the year had a brighter outlook than the years preceding and the appropriations for the different branches of the Government were generally increased, the appropriation for the services under the department was reduced from ₱7,249,796 in 1923 to ₱7,109,113 in 1924, or a decrease of ₱140,683. In spite of this reduction, however, there was a general improvement in efficiency and scope of activities.

The bureau of public works, besides maintaining structures already in existence, built 347.6 kilometers of additional first-class roads and completed 30 reinforced concrete bridges and culverts, 104 deep wells, 78 reinforced concrete buildings, 1 irrigation system covering an area of 5,500 hectares, and 9 water-works, not counting the many projects started during the year and many more under construction.

The bureau of posts was able to extend its field of service by the establishment of new post, money-order, and postal-savings-bank offices and radio stations. Old cables were abandoned in several places, but communication was maintained by the construction of radio stations. Telegraph lines and submarine cables were reconstructed, relocated, transferred or repaired, and wooden poles were replaced with iron poles in most parts of the Islands. The Philippines was represented by Mr. Ruiz, assistant director, in the International Postal Convention held in Stockholm, Sweden.

Both the purchases and the sales made by the bureau of supply registered big increases of more than ₱3,000,000 each, while the personnel and the stock were considerably reduced as a measure of economy in administration. The bureau continued to be self-supporting, its net income being ₱487,001.01 of the bureau proper, and ₱184,003.96 of the division of cold storage.

The bureau of commerce exhibited renewed vitality and greater possibilities. There were 301 domestic corporations, 138 domestic partnerships, and 12 foreign corporations registered and authorized to do business in the Philippines during the year. The bureau furnished trade information to an increasing number of requests from the various parts of the archipelago as well as from many parts of the world. Numerous letters, circulars, press notes, and reports were sent out. The Tourist Service took care of 2,523 world travelers. Statistical Bulletin No. 6 came out of the press, and copies were distributed.

The number of strikes and disputes has been decreasing from year to year due to the timely intervention of the bureau of labor. This bureau also settled 688 claims and complaints, and collected ₱30,339.09 for indigent claimants. Statistics on industrial accidents, embarkation of seamen, employment and emi-

gration of laborers, and other related matters were compiled. Centers of labor and machineries were inspected with a view to preventing accidents, as usual. The activities supervised by this department are given hereunder in more detail.

## BUREAU OF PUBLIC WORKS

### ORGANIZATION

The central office of the bureau of public works in Manila is organized with five divisions, namely, administration, architectural, designing, irrigation, and constructing divisions. The whole country is now divided into 47 engineering districts, with a district engineer in charge of each, all under the supervision of the central office.

### PERSONNEL

Mr. Jose Paez, director of public works since March 10, 1919, resigned on March 13, 1924, and Mr. A. D. Williams was appointed ad interim director of public works on November 10, 1924.

At the end of the year there were 19 Americans and 357 Filipinos employed and paid with the bureau and project funds, an increase of 1 American and a decrease of 10 Filipinos, in comparison with the figures on the same date of the preceding year. The number of technical employees on December 31, 1924, were: Americans, 17; Filipinos, 141; an increase of 1 American and 19 Filipinos over the figures a year before.

### PUBLIC WORKS EXPENDITURES

The expenditures supervised by the bureau of public works during the year amounted to ₱18,174,918.88, as against ₱15,823,206.01 for 1923, or an increase of ₱2,351,712.87. Following is the table of expenditures supervised by the bureau and classified according to the nature of the works to which they were applied:

*Expenditures supervised during the year 1924 as compared with the year 1923*

	1923	1924
Total expenditures.....	₱15,823,206.01	₱18,174,918.88
Total expended upon road and bridge work.....	7,170,870.60	8,131,068.14
Total expended upon building work.....	2,275,758.26	2,911,816.19
Total expended upon port works.....	2,506,061.97	3,197,016.44
Total expended upon water supply.....	696,887.01	751,912.13
Total expended upon irrigation projects.....	1,884,830.98	2,050,703.01
Operation of auto line, quarries, and the supervision of motor-vehicle traffic.....	243,392.93	286,000.00
Expenditures on miscellaneous items account for the balance.....	1,045,404.26	846,402.97

### ACTIVITIES

In general, the larger results of the year's work is shown as follows:

Surfaced roads constructed and designated first class.....kilometers..	347.6
Reinforced concrete bridges and culverts completed (in this figure concrete pipe culverts are not included).....number..	30
Successful deep wells completed.....do.....	104
Reinforced concrete buildings completed, including only buildings of over 100 cubic meters capacity.....number..	78
Insular irrigation systems completed (irrigable area 5,500 hectares) -do....	1
Waterworks projects completed (total population served 38,000) -do....	9

### ROADS AND BRIDGES

*Roads.*—The policy of utilizing available funds for the construction of new roads only after the necessary funds for maintenance purposes were set aside was strictly followed. Preference has been given to completing roads that have been under construction for years and to connecting isolated sections of roads so as to make a continuous network.

At the end of the year there were 5,488.3 kilometers of first-class roads, 2,123 kilometers of second-class roads, and 2,704.6 kilometers of third-class roads, and 4,808.2 kilometers of trails, or a total of 15,124.1 kilometers, the corresponding figures at the end of the preceding year being 14,837.7 kilometers, or an increase of 286.4 kilometers.

Among the most important road-construction projects undertaken in 1924 the following may be mentioned.

The Rosario-Bolbok Road is 22 kilometers long. In previous years 11.2 kilometers had been completed, while 4 more kilometers were finished this year. This road will connect Batangas and Tayabas and is expected to be opened to traffic in 1925.

The Damortis-Agoo road is 10.6 kilometers long. The work thereon was started on November 6, 1924, and will be finished on or before April 30, 1925. For this project ₱40,000 have been appropriated. The road will be of great importance to the Provinces of La Union, Ilocos Sur, Abra, and Ilocos Norte, as it will shorten the distance between these provinces and the city of Manila by 60 kilometers.

The San José-Sta. Fé road is a section of the Cagayan Valley road which will connect the rich Provinces of Cagayan, Isabela, and Nueva Vizcaya with the Provinces of Central Luzon and Manila. Its length is 58 kilometers and was 33 per cent complete on December 31, 1924. The expenditure on this project during 1924 was ₱114,740.67.

The Bayombong-San Luis road is also a section of the Cagayan Valley road and is 46.3 kilometers long. This road connects the Provinces of Nueva Vizcaya and Isabela and facilitates the exportation of rice from Nueva Vizcaya to Isabela and Cagayan where only a small amount of rice is produced. The total expenditure on this project during 1924 was ₱28,908.70. It is now 83 per cent complete and is expected to be finished in 1925. The Fabrica-Sagay-Escalante road is located in the Province of Oriental Negros. The section between Fabrica and Sagay was completed during the year; while that between Sagay and Escalante was 82 per cent complete at the end of the year.

The Sorsogon-Albay road which connects the Provinces of Sorsogon and Albay is 62.33 kilometers long. The portion of the road under construction is 27.65 kilometers, the rest, 34.68 kilometers, having been completed in previous years. The completion of this interprovincial road will not only enhance the development of the agricultural lands traversed by same in the Provinces of Sorsogon and Albay but will also facilitate the transportation of agricultural products to the ports of these Provinces.

*Bridges.*—At the close of year there were 7,613 durable bridges and culverts as against 7,586 for the preceding year, or an increase of 27. Of the total number, 4,428 were reinforced concrete structures as against 4,400 for the year 1923, or an increase of 28. The important permanent bridges partially or completely constructed during the year are described as follows:



*Important permanent bridges partially or completely constructed during the year 1924*

Province	Name	Type	Bridge and kilo- meter No.	Span	Roadway	Percent- age of work com- pleted	Total and partial cost
Ilocos Sur	Tampugo	Reinforced concrete deck girder	363.83	Two, 8 meters	4.88 meters	100	P8,211.13
Marinduque	Matandangasan	do	16.97	Two, 12 meters	do	100	24,952.57
Mountain	Irisan	Steel truss with wooden floor		61 feet, 3 inches	10 feet	100	8,000.00
Do	Bued River	2-hinged steel brace arch		130 feet	do	100	15,000.00
Pampanga	Angeles	Reinforced concrete deck girder with side walk	89.0	One, 11 meters	4.88 meters	100	15,782.99
Pangasinan	San Juan	Through riveted steel and reinforced concrete deck girder	233.29	One, 130 feet and two, 12 meters	do	100	60,517.57
San Carlos-Urbistondo road	Mangaldan	do	233.49	One, 160 feet and seven, 9 meters	do	95	85,161.96
Pao-Lingayen road	Bitang	Reinforced concrete deck girder	223.38	Two, 7 meters	do	8	18,647.67
Rosales-Nueva Vizcaya road	Iris	do	22.67	One, 9 meters	do		
Do	Borongong	do	23.0	One, 12 meters	do	50	58,086.64
Samar	Sorogon	do	20.20	Three, 8 meters	do	97	16,849.43
Sorsogon	Kaliyayan	U abutments and pile bents	.9	Three, 9 meters	do	50	26,552.62
Tayabas							
Grand total							337,762.58

## BUILDINGS

*Manila.*—The legislative building was the sole large project of its kind handled during the year in which very good progress was made, the project being 55 per cent complete at the end of the year. The building is estimated to cost ₱1,872,000 when finished, not counting the electrical work, which is done by administration.

The temporary building to house the university high school was completed at a total cost of ₱37,000.

Work was begun late in the year on the construction of a new fireproof property bodega for the Philippine General Hospital, the contract for which includes the erection of a small building to house the new sterilizing apparatus of the hospital, at a total cost of ₱52,000.

The north wing of the new chemical laboratory for the University of the Philippines was completed and occupied early in the year at a total cost of ₱23,200.

*Provinces.*—Following is a list of the most important buildings constructed in the Provinces during the year under review:

	Estimated cost
Del Pilar Memorial Building (San Nicolas, Bulacan) .....	₱21, 805. 47.
Cebu Normal School Building (Cebu) .....	299, 643. 73
Asturias School Building (Cebu) .....	47, 077. 67
Davao Public Market Building (Davao) .....	21, 913. 40
Provincial Capitol Building (Oriental Negros) .....	103, 756. 95
Alaminos Presidencia Building (Pangasinan) .....	23, 038. 08
Binmaley School Building (Pangasinan) .....	44, 969. 53
Provincial Hospital Building (Tayabas) .....	66, 574. 00

*The following tabulation shows the number of durable buildings constructed since 1909 to December 31, 1924, their cubical contents and costs*

Year	Number of buildings completed				Total number of all durable buildings	Total content (cubic meters)	Per cent reinforced concrete by content	Expenditures on buildings completed, buildings under construction, also maintenance of buildings
	Schools	Markets and tiendas	Hospitals	All other durable buildings				
1909.....	15 <sup>1</sup>	-----	2	20	37	(1)	(1)	₱1, 921, 284. 63
1910.....	-----	-----	-----	44	44	(1)	(1)	1, 695, 737. 25
1911.....	56	-----	10	92	158	206, 368	64	2, 923, 351. 32
1912.....	98	9	3	71	181	255, 640	72	2, 657, 601. 33
1913.....	88	15	-----	41	144	409, 025	85	1, 864, 666. 67
1914 (6 months).....	25	25	-----	4	54	184, 160	92	1, 406, 881. 80
1914.....	69	51	1	15	136	370, 723	92	2, 703, 485. 94
1915.....	72	54	4	24	154	522, 746	76	2, 478, 030. 29
1916.....	67	17	1	27	112	261, 496	85	2, 040, 243. 43
1917.....	32	15	2	33	82	160, 888	70	2, 015, 232. 37
1918.....	27	19	2	36	84	220, 943	56	2, 706, 443. 65
1919.....	19	11	1	45	76	159, 254	64	4, 792, 524. 86
1920.....	47	12	3	20	82	229, 653	65	5, 925, 042. 45
1921.....	79	25	3	41	143	363, 735	71	6, 774, 633. 74
1922.....	49	15	1	46	111	314, 014	88	4, 287, 121. 76
1923.....	50	8	3	27	88	212, 485	70	2, 275, 758. 26
1924.....	76	15	12	21	124	308, 177	69	2, 911, 816. 19

<sup>1</sup> No data.

## PORT WORKS CONSTRUCTION, IMPROVEMENT, AND SEASHORE PROTECTION

*Manila.*—On July 7, 1924, Pier No. 7 was commissioned, thus giving Manila one of the best structures of its kind in the world, and the best in the Orient or on the Pacific coast of the United States. The pier is 1,400 feet long and 240 feet wide with berthing capacity for four of the largest type of vessels plying the Pacific. At the close of the year the pier proper, as a whole, was approximately 86 per cent complete, the pierhead about 85 per cent, while the north cargo entrance shed was 100 per cent and the south cargo entrance shed 46 per cent complete. If necessary additional funds are available, the whole work will be completed about the month of October, 1925.

## PROVINCES

*Bohol.*—During the year 160 lineal meters of two outside jetties of the Loay Port were completed as well as the beacons. The total expenditure incurred was ₱10,183.34.

On the Tagbilaran Wharf, 170 lineal meters of causeway were completed at a total cost of ₱11,965.40.

*Cagayan.*—Only 75 lineal meters of rubble masonry wall on the Aparri seashore protection of the contemplated 1-kilometer sea wall were completed. The total expenditure was ₱40,102.05.

*Cebu.*—There were installed 12 clusters of Apitong creosoted fender piles consisting of 7 piles per cluster. Also, a wooden stiff-legged derrick with a capacity to lift 4-ton load was constructed. The total expenditures was ₱89,781.70.

*Samar.*—An extension of 94 lineal meters was made on the original jetty. The total expenditure amounted to ₱19,677.14.

*Sorsogon.*—The Casiguran sea wall along the northwestern side of the población of the town of the same name was constructed. This wall is 169 lineal meters long consisting of big bowlders riprap. The total expenditure so far is ₱4,480.77.

*Sulu.*—In Jolo a reinforced concrete deck-girder type wharf, 12.50 meters by 60.10 meters, supported by reinforced concrete piles, was under construction, the project being 70 per cent complete at the end of the year with a total expenditure of ₱99,004.75.

## DREDGING OPERATIONS

The following tabulation shows the extent of work accomplished during the year:

*Dredging operations, 1924*

Location	Total, 1902 to 1923 (cubic meters)	Total for 1924 (cubic meters)	S. S. dredger	Dredges						Total cubic meters	
				No. 1	No. 2	No. 3	No. 4	No. 5	No. 6		No. 7
Lower Pasig River.....	7,273,590	263,100	49,000	130,440	83,660						7,536,690
Outer Harbor.....	3,626,819	360,000	360,000								3,986,819
Upper Pasig River.....	1,004,960	11,326							2,406	8,920	1,015,386
Inner Basin.....	530,179										530,179
Binondo Estero.....	70,189	8,642						8,642			78,831
Estero de la Reyna.....	234,663	17,657						6,811	10,846		252,320
Paco Estero.....	38,109										38,109
San Miguel Estero.....	59,285										59,285
Provisor Estero.....	31,681										31,681
Marine Ry., East Island.....	44,767										44,767
Talim Island (city).....	1,071										1,071
Outer Bar.....	1,304,054	26,080		12,800	13,280						1,330,134
San Sebastian Estero.....	7,749										7,749
Magdalena Estero.....	16,580										16,580
Engineer Island Canal.....	30,180	7,360		7,360							37,540
Vilas Estero.....	392,975										392,975
Quiapo Estero.....	12,507										12,507
Segado Estero.....	35,509										35,509
Pandacan Estero.....	35,172										35,172
San Lazaro Estero.....	22,975										22,975
Corregidor Harbor, Q. M.....	54,956										54,956
Iloilo River.....	2,420,020										2,420,020
Cebu Harbor.....	556,707										556,707
Mariguina River.....	7,290										7,290
Saleta Estero.....	28,920										28,920
District of Cavite.....	20,876										20,876
Tondo Beach.....	9,013										9,013
Santibanez Estero.....	24,216										24,216
Tanque Estero.....	28,057										28,057
Tacloban Wharf.....	34,505										34,505
Zamboanga Pier.....	29,880										29,880
Cotabato River.....	49,462										49,462
Earnshaw Slipways.....	55,113										55,113
Los Baños Pier.....	2,149	9,011				9,011					11,160
United States Navy, Cavite.....	749,920										749,920
Concordia Estero.....	10,047										10,047
Malabon Canal.....	36,821										36,821
Port Libas, Capiz.....	26,490	4,923					4,923				31,413
Napindan Bar.....		81,431				81,431					81,431
Total.....	18,881,556	789,650	409,000	150,600	96,940	90,442	4,923	15,453	13,252	8,920	19,671,086

During 1924 the bureau had under consideration 30 river-control projects as shown in the following table:

## RIVER-CONTROL PROJECTS

*River-control projects*

Province	Municipality	River	Type of work	Estimated cost or funds available	Status
Albay	Libon	Calacran	Channel diversion	₱9,300.00	Preliminary plans.
Antique	Guinobatan	San Francisco	Bank revetment	-----	Do.
	Barbara	Binangbang	-----	-----	Preliminary investigations.
	Culasi	Bacong	Channel diversion	40,000.00	Preliminary report.
	Tibiao	Tibiao	Protection against inundation and scouring	-----	Earth fill placed with ₱16,000 allotment.
Batangas	Bayalan	Binangbang	Earth dike	23,000.00	Protective paving to be placed.
			-----	-----	Preliminary studies.
Camarines Sur	Goa	Rangas	Improvement of channel	-----	Awaiting construction.
Cebu	Danao	Danao	Earth dike	4,000.00	Do.
Iloilo	Cabatuan	Cabatuan	Bank revetment	8,000.00	Preliminary studies.
	Dumangas	Dumangas	Channel improvement and bank revetment	-----	Awaiting construction.
	Igaras	Igaras	Bank revetment	25,000.00	Under construction.
	La Paz	La Paz	Earth dike	20,000.00	Under investigation.
Ilocos Norte	Badoc	Badoc	-----	-----	Do.
	Solsóna	Solsóna	Bank revetment	-----	Preliminary studies.
	Vintar	Vintar	-----	-----	To be financed with roads funds.
Leyte	Alang-alang	Minusung	Improvement of channel	-----	Preliminary studies.
Occidental Negros	Barugo	Binalbagan	Channel diversion and dike	-----	Preliminary plans.
	Cadiz	Cadiz	Bank revetment and jetty	-----	Preliminary report.
	Ilog	Ilog	Bank revetment and dike	-----	Do.
Pampanga	Santa Rita, Betis, Bacolor, and Guagua	Potrero or Pasig	Channel diversion	-----	Topographic survey completed.
	Arayat, San Luis	Pampanga	Maintenance and improvement of existing dike on right bank revetment.	25,000.00	Work done under the district engineer.
	San Simon and Apalit	Pasag	-----	-----	Preliminary investigations.
Pangasinan	Sexmoan	Agno	Earth dike	50,000.00	Completed.
	Bayambang	do	Earth dike and cut-off channel	50,000.00	Do.
	Rosales	Sanla	Channel diversion	100,000.00	Awaiting construction.
Samar	Catarman	Catarman	Repairs to existing spur dikes	12,000.00	Under way.
Tarlac	Tarlac	Tarlac	Construction of apron for Tarlac dike paving	2,000.00	Do.
	San Miguel	O'Donnell	Protection of dikes	2,000.00	Completed.
Tayabas	Sariaya	Lagnas and Sariaya	Channel diversion and improvement	5,000.00	Under construction.

## INSULAR IRRIGATION PROJECTS

Construction work during the year under consideration was limited to projects authorized in previous years. Of such projects, the Aganao River irrigation project in Iloilo was completed and officially opened on September 1, 1924. This project cost ₱917,000 and embraces an area of 5,500 hectares. An additional unit of the Talavera River project in Nueva Ecija was also completed and opened on June 15, 1924.

The amount of ₱2,771,340 was released from the sale of bonds authorized by Act No. 3013 for continuing projects under construction and for starting that of the Peñaranda River project in Nueva Ecija and Bulacan and the San Miguel extension project in Tarlac.

Regarding some of the most important irrigation systems, following is a short account of their present situation:

*Talavera River irrigation project.*—The work of completing the remaining lateral structures was abandoned by the contractors in April, 1924, and authority was immediately granted for completing the work by administration. The rainy season soon interrupted the work in the latter part of May which means that it will have to be completed during the dry season of 1925. An additional unit was opened under this project on July 15, 1924, increasing the total area irrigated to 5,151.58 hectares.

*Tagudin irrigation project, Ilocos Sur.*—A total of 830 lineal meters of the 1,320 meters diversion tunnel has been lined, 600 meters of lining having been placed during 1924. The project is 90 per cent complete and it is expected to have it officially opened on March 1, 1925.

*Amburayan River irrigation system.*—The excavation of the main canal and laterals was about 80 per cent complete at the close of the year. The large structures, still remaining to be constructed, are expected to be completed before the end of the 1925 dry season.

*Angat River irrigation system.*—The entire structure is now 80 per cent complete and it is believed that the diversion works, as a whole, will be finished not later than May 15, 1925.

*Laoag-Vintar irrigation project.*—The excavation of the canal system was 78 per cent complete at the end of the year. The contractors for the diversion works and main canal structures have completed about 35 per cent of the work covered by the contract. In case this work is finished on contract time, which expires on April 30, 1925, water can be delivered to most of the land under the project for the next rice crop.

*Sibalom-San Jose irrigation project.*—The excavation of the canal system, which is being done by contract, was 52 per cent complete at the end of the year and it is expected that the whole work will be done at the expiration of the contract time which is May 31, 1925.

*San Miguel extension project.*—The construction of this project was approved in 1923, but funds were released only in November, 1924. Construction work can be started at an early date and it is believed that the same will be completed during 1925.

*Peñaranda River irrigation project.*—The project was approved in 1923, but funds were not released until November, 1924. Bids are to be opened early next year, and, if funds are available, the project should be completed in June, 1927.

The status of all insular projects which have been financed from these funds, or approved for construction since the reorganization of the division in 1918 is given in the table following.

Project	Province	Irrigable area	Estimated cost	Allotments authorized	Total expenditures and liabilities	Percentage of work completed
		<i>Hectares</i>				
Trinidad.....	Mountain Province.	200.0	P40,000	P40,000	P40,000	Completed (1921)
Santa Barbara.....	Iloilo.....	4,945.6	692,000	692,000	692,000	Completed (1922).
Dingras.....	Ilocos Norte.....	1,009.5	130,000	130,000	130,000	Do.
Baruyen.....	do.....	810.7	89,000	89,000	89,000	Completed (1923).
Naic.....	Cavite.....	676.0	300,000	292,000	292,000	Do.
Aganoc River.....	Iloilo.....	5,500.0	917,000	917,000	908,335	Do.
Talavera River.....	Nueva Ecija.....	8,000.0	1,050,000	1,108,000	1,020,026	90 per cent complete.
Tagudin.....	Ilocos Sur.....	1,500.0	350,000	375,000	314,869	Do.
Amburayan River.....	La Union.....	4,500.0	950,000	1,074,000	824,566	80 per cent complete.
Angat River.....	Bulacan.....	25,000.0	4,500,000	4,250,000	3,000,830	Do.
Lamao.....	Batan.....	160.0	30,000	5,000	3,424	Abandoned.
Laoag-Vintar.....	Ilocos Norte.....	6,000.0	1,000,000	900,000	690,229	55 per cent complete.
Dipolog.....	Zamboanga.....	1,000.0	110,000	97,500	54,076	50 per cent complete.
Sibalom-San Jose.....	Antique.....	4,000.0	500,000	390,000	140,175	28 per cent complete.
San Miguel Extension.	Tarlac.....	4,500.0	380,000	280,000	-----	Construction work started.
Peñaranda River.....	Nueva Ecija and Bulacan.	18,000.0	2,250,000	847,340	-----	Do.
Total.....		55,801.8	13,288,000	11,486,840	8,199,530	

## HYDROGRAPHIC INVESTIGATIONS

During the year, 1,849 discharge measurements at permanent gaging stations and 28 measurements at temporary stations were made. Nine gaging stations were abandoned and 14 new ones established, leaving 162 permanent stations at the end of the year.

## WATER RIGHTS

A total of 220 new applications for water rights, 214 of which were for irrigation and 6 for power-development purposes, were received during the year. One hundred sixty-seven applications were finally acted upon, 146 of which were granted and 21 disapproved. The water rights granted for irrigation purposes were based on irrigating 11,950.70 hectares of land, which is about 5,000 hectares more than the area covered by applications received during the preceding year. There were 15 applications for power development approved for developing a maximum of 510 horsepower. Four streams were designated for adjudication during 1924.

Surveys were completed in March showing all water rights location on five streams. The surveys covered 24,411.62 hectares of irrigated land, or an increase of some 7,200 hectares over the work of the preceding year.

## WATERWORKS AND SEWERAGE SYSTEMS

Construction work was started on 10 waterworks projects during 1924. Preliminary designs and estimates were also made for 23 provincial and municipal waterworks projects.

Construction work was completed on 9 waterworks projects started during previous years, leaving 35 projects under construction at the end of the year.

There are 101 waterworks projects under consideration, and, as soon as the municipalities concerned are able to finance their construction, work may be undertaken, excepting a few projects that require further investigation.

Thus far, 122 provincial and municipal waterworks projects, excluding the Manila Metropolitan water system, have been completed, providing potable water to a total population of 378,381, and have cost P4,481,118.66.

Pertinent data on waterworks projects completed and those under construction are shown in the following tables:

*Waterworks projects under construction*

Province	Municipality	Type of system	Population to be served	Estimated cost	Funds available	
					Insular allotment	Municipal allotment
Batangas.....	Bauan.....	Pumping.....	4,700	P65,000.00	P40,000.00	P20,000.00
Do.....	Tanawan.....	Gravity.....	2,500	57,000.00	37,000.00	20,000.00
Bohol.....	Loon.....	do.....	5,000	33,000.00	22,000.00	11,000.00
Bulacan.....	Malolos.....	Pumping.....	6,000	140,000.00	50,000.00	26,500.00
Cavite.....	Cavite.....	do.....	10,910	90,000.00	49,000.00	37,500.00
Do.....	Indang.....	do.....	3,000	42,000.00	22,000.00	11,213.00
Do.....	Silang.....	Gravity.....	4,000	50,000.00	20,000.00	11,800.00
Cebu.....	Carcar (improvement)	do.....	4,000	48,000.00	12,000.00	6,000.00
Do.....	Dalaguete Ext. <sup>1</sup> .....	do.....	3,500	38,000.00	5,000.00	9,000.24
Do.....	Malabuyoc Ext. <sup>1</sup> .....	do.....	do	6,000.00	2,000.00	1,257.28
Do.....	Bo. San Isidro (San Francisco) <sup>1</sup> .....	do.....	650	1,950.00	1,300.00	650.00
Laguna.....	Alaminos <sup>1</sup> .....	do.....	1,130	30,000.00	20,000.00	10,000.00
Do.....	Calamba <sup>1</sup> .....	Pumping.....	7,000	85,000.00	25,000.00	12,500.00
Do.....	Magdalena.....	Gravity.....	3,000	68,000.00	42,400.00	21,210.79
La Union.....	San Fernando <sup>1</sup> .....	do.....	5,000	83,000.00	24,000.00	32,000.00
Leyte.....	Baybay <sup>1</sup> .....	do.....	8,000	66,000.00	25,000.00	25,000.00
Mountain Province	Apayao (Kabuyao).....	do.....	800	7,000.00	5,000.00	-----
Do.....	Klangan.....	do.....	-----	7,000.00	-----	6,643.40
Do.....	Lubuanagan.....	Gravity.....	1,200	8,000.00	5,000.00	-----
Or. Negros.....	Dumaguete.....	Pumping.....	4,000	84,990.00	54,200.00	27,101.93
Palawan.....	Bacuit.....	Gravity.....	1,000	3,200.00	2,500.00	700.00
Do.....	Balabac Ext.....	do.....	800	5,000.00	3,200.00	-----
Do.....	Bo. Bintuan.....	do.....	1,000	5,500.00	3,700.00	1,000.00
Do.....	Culion.....	Gravity and pumping.....	5,000	35,000.00	35,000.00	-----
Do.....	Cuyo.....	Pumping.....	800	10,000.00	6,650.00	3,000.00
Do.....	Oton.....	Gravity.....	330	5,000.00	3,000.00	-----
Do.....	Puerto Princesa Reconstruction.....	Pumping.....	400	3,300.00	2,200.00	-----
Pampanga.....	Arayat.....	Gravity.....	3,840	42,000.00	22,800.00	11,400.00
Pangasinan.....	Lingayen <sup>1</sup> .....	Pumping.....	7,060	93,000.00	15,000.00	60,500.00
Sorsogon.....	Sorsogon <sup>1</sup> .....	Gravity.....	6,000	66,000.00	25,000.00	23,333.33
Tarlac.....	Moncada.....	do.....	3,000	24,000.00	16,000.00	8,000.00
Tayabas.....	Candelaria <sup>1</sup> .....	do.....	3,500	52,500.00	20,000.00	10,000.00
Do.....	Pagbilao.....	do.....	2,300	67,500.00	45,000.00	22,500.00
Do.....	Tiaong <sup>1</sup> .....	do.....	1,800	39,000.00	14,750.00	15,000.00
Zambales.....	San Antonio.....	do.....	4,000	75,000.00	25,000.00	(?)
Total.....	-----	-----	115,160	1,535,940.00	700,700.00	44,809.97

<sup>1</sup> Projects begun in 1924.<sup>2</sup> One-third cost guaranteed by municipal council and provincial board



*Waterworks projects completed*

Province	Municipality	Population served	Cost	System	Capacity of system, gallons per day
Abra	Banguet <sup>1</sup>	6,600	P129,688.70	Gravity	180,000
Albay	United States Reservation, Regan Barracks, Albay and Legaspi.	5,060	60,000.00	Crude oil and steam pumping.	259,200
Antique	San Jose	4,000	41,846.74	Pumping	47,520
Batangas	Balayan	2,000	7,353.92	Gravity	100,800
Do	Batangas	6,147	71,529.96	Pumping	144,000
Do	Cuenca	2,500	5,000.00	Gravity	5,040
Do	Lemery <sup>1</sup>	7,200	47,132.84	Pumping	200,000
Do	Lipa	5,000	103,065.87	do	172,800
Do	San Jose	4,000	44,099.45	Gravity	216,000
Do	Santo Tomas (Kalaw)	1,910	27,108.65	do	50,400
Do	Taal	5,000	91,188.34	Pumping	187,200
Do	Taal Ext. <sup>1</sup>	4,000	57,220.41	do	80,000
Bohol	Dauis	840	5,100.00	Gravity	77,760
Do	Duero	2,000	10,823.56	do	86,400
Do	Jagna	3,000	24,115.26	do	43,200
Do	Loay	3,000	18,968.72	do	144,000
Do	Mabini	1,300	6,750.00	do	72,000
Do	Tagbilaran	5,245	13,837.47	Pumping	77,760
Do	Tubigon	4,800	37,094.06	do	100,800
Bukidnon	Deliric	600		Gravity	4,320
Do	Balaybalay	1,300	11,641.16	do	20,160
Do	San Luis	500	650.00	do	
Bulacan	Marilao (bathhouse)		22,101.50	do	
Do	Hagonoy	2,789	7,564.87	do	50,400
Do	Sibul San Miguel (Spring improvement).		256,000.00	do	
Camarines Norte	Mambulao (no data)		1,200.00	do	
Capiz	Capiz	6,400	13,541.92	Concrete tank	<sup>2</sup> 264,170
Cavite	Mendez-Nunez	1,600	60,700.00	Pump and hydro-electric.	57,600
Cebu	Barili	2,067	26,958.28	Gravity	61,200
Do	Carcar	4,463	64,004.45	do	216,000
Do	Catmon	1,624	16,399.56	Pumping	
Do	Cebu	65,000	510,640.13	Gravity	806,400
Do	Cebu-Labangon (part of Cebu).		16,000.00	do	576,000
Do	Cebu-Sambag (part of Cebu).		35,789.18	Pumping	187,200
Do	Cordova	1,191	4,810.74	Rain tank	<sup>2</sup> 30,000
Do	Daanbantayan	579	5,672.99	do	30,000
Do	Dalaguete	2,480	14,941.15	Pumping	36,000
Do	Dumanjug	1,500	35,638.29	do	187,200
Do	Ginatilan	2,669	13,404.80	Gravity	43,200
Do	Malabuyoc	1,500	14,941.15	do	104,544
Do	Moalboal	2,108	14,297.27	do	54,720
Do	Opon			Pumping	144,000
Do	Oslob, Barrio				
Do	Mainit		2,000.00	Gravity	
Do	Pilar	702	5,019.21	do	14,400
Do	Poroc	1,000	8,873.63	do	21,600
Do	Naga	3,233	6,800.00	do	79,200
Do	Naga Ext. (part of Naga)		4,552.48	do	
Do	Samboan	2,741	7,514.11	do	49,248
Do	San Francisco	1,243	6,200.00	do	10,000
Do	Sibonga	2,661	35,300.00	do	63,360
Do	Tuburan	3,900	55,355.55	do	120,960
Do	Tudela	851	8,263.29	do	24,480
Cotabato	Parang	600	9,600.00	Hydraulic ram	21,600
Davao	Davao	6,000	137,195.14	Gravity	86,400
Ilocos Sur	Vigan	8,440	127,399.52	do	201,600
Isabela	Iligan (constabulary tank)		( <sup>3</sup> )		
Laguna	Bay	1,471	2,767.72	Gravity	86,400
Do	San Pablo	7,000	89,455.82	do	576,000
Do	Santa Cruz	6,000	92,692.43	Pumping	352,800
Do	Majayjay	3,200	38,686.06	Gravity	187,200
Do	Nagcarlang	2,500	36,034.42	do	180,000
Do	Pagsanjan	4,044	73,782.67	Pumping	233,280
Marinduque	Boac	1,000	6,653.00	do	57,600
Do	Gasan	1,400	22,124.97	do	144,000
Do	Malbog	1,000	13,614.29	Gravity	61,920
Do	Mogpog	1,280	10,535.69	do	18,288
Do	Santa Cruz	2,560	20,696.23	do	158,400
Mindoro	Abra de Ilog	350	4,743.74	do	14,400
Do	Calapan	2,500	29,743.47	Pumping	57,600

<sup>1</sup> Projects completed in 1924.<sup>2</sup> Gallon tank.<sup>3</sup> No record.

*Waterworks projects completed—Continued*

Province	Municipality	Population served	Cost	System	Capacity of system, gallons per day
Misamis	Balingasag	1,514	P8,924.14	Gravity	57,600
Do	Cagayan	3,000	50,408.82	Pumping	86,400
Do	Mahinog	5,727	6,000.00	Gravity	
Do	Mambajao	14,446	30,000.00	do	
Do	Sagay	6,321	800.00	do	
Mountain Province	Baguio <sup>1</sup>	6,000	180,428.50	Pumping and gravity	350,000
Do	Cervantes	800	7,565.07	Gravity	
Do	Teacher's camp and country club	1,500	( <sup>4</sup> )	do	216,000
Do	Mansion House	100	( <sup>4</sup> )	Pumping	
Do	Trinidad farm school	300	19,330.93	Gravity	36,000
Do	Trinidad stock	60	2,000.00	do	
Nueva Ecija	Cabanatuan <sup>1</sup>	6,000	111,302.49	Pumping	100,000
Or. Negros	Basac	365	( <sup>2</sup> )	Hydraulic ram	
Do	Barrio Siquijor	494			
Do	Talingting Larena	2,890	5,025.00	Gravity	6,480
Do	Lazi	2,300	6,980.77	do	
Do	Luzuriaga	2,500	12,317.44	do	263,280
Do	Maria	1,000	1,353.05	do	
Do	Maria Ext. (part of Maria)		2,677.41	do	7,400
Do	Siquijor Pob.	1,587	18,000.00	do	
Palawan	Coron	1,150	7,844.63	Pumping	20,160
Do	Puerto Princesa	716	10,268.45	do	28,800
Pampanga	Angles	6,708	12,318.52	Steam pump	61,920
Do	San Fernando	1,000	1,050.02	Pumping	86,400
Pangasinan	Alcala <sup>1</sup>	2,200	3,000.00	Gravity	129,600
Do	Bani	2,000	12,411.86	do	86,400
Do	Bayambang	2,400	8,652.80	do	108,000
Do	Dagupan (market)		2,823.02	do	
Do	Lingayen (market)		3,638.99	do	
Do	Lingayen (school)		9,141.22	do	
Do	Mangaldan (market)		635.53	do	122,400
Do	San Fabian (market)		682.87	do	57,600
Rizal	Antipolo	2,250	23,299.07	Pumping	82,080
Do	Pasig	10,000	40,000.00	do	86,400
Romblon	Lobo <sup>1</sup>	2,000	26,246.59	Gravity	144,000
Samar	Calbayog (market)		( <sup>3</sup> )	Rain tank	20,000
Do	Catbalogan <sup>1</sup>	2,000	64,308.94	Gravity	55,000
Do	Oras	4,000	( <sup>3</sup> )	do	
Sorsogon	Bacon	3,200	21,000.00	do	79,200
Do	Magallanes	3,500	8,000.00	Pumping and gravity	
Do	Sorsogon	250	1,044.67	Pumping	36,000
Sulu	Jolo	722	76,974.29	do	115,200
Surigao	Bo. Bacuag, Gigaquit				
Do	do	2,405	7,500.00	Gravity	
Do	Lianga	1,290	1,924.58	do	2,880
Do	Placer	870	13,133.95	do	18,720
Tayabas	Lucban	3,200	50,205.60	do	316,800
Do	Lucena	7,500	234,396.57	do	432,000
Do	Mauban	3,500	57,209.32	Pumping	144,000
Do	Sariaya	6,000	37,995.00	Gravity	201,600
Do	Tayabas	4,600	125,159.36	do	432,000
Zambales	Subic	1,628	10,670.62	do	11,520
Zamboanga	Zamboanga	5,000	305,361.30	Gravity and hydroelectric	504,000
		378,381	4,481,118.66		

<sup>1</sup> Projects completed in 1924.<sup>2</sup> Gallon tank.<sup>3</sup> No record.<sup>4</sup> Not available.

## ARTESIAN WELLS

During the year under review, there were, on the average, 22 deep well rigs in the field, 19 being in active operation throughout the year. Machines in operation, not including those engaged in operating private wells, averaged 17½ per month, as against 8½ for the preceding year. The increase was due to the fact that at the beginning of the year there was a credit balance of about P113,000 from the 1923 insular appropriations. Hence, the bureau was able to drill continuously although the 1924 appropriations were released only in June, 1924.

The following table gives the number of deep wells drilled during the year, with their corresponding depth and flow, not including private wells:

	Number of wells drilled	Total depth in meters	Total flow in liters per minute
Successful:			
Flowing.....	36	3,953	6,572
Pumping.....	68	4,430	7,095
Total:			
Successful.....	104	8,383	13,667
Unsuccessful.....	17	1,298	
Grand total.....	121	9,681	13,667

## BUREAU OF PUBLIC WORKS MACHINE SHOP

Due to the transfer of the machine shop during the early part of 1924 from the old site to Muelle de la Industria, which transfer is estimated to result in a saving of ₡7,800 annually, there was considerable delay in accomplishing certain work. However, 894 work orders received from various government offices and bureaus were completed during the year, involving a total sum of ₡88,798.18, as compared with 939 work orders for 1923, involving the sum of ₡76,987.24, or a decrease of 45 work orders, but an increase in the amount of income of ₡11,810.94.

## REGISTRATION AND REGULATION OF MOTOR VEHICLES

During the year under consideration, there were 3,005 motor vehicles newly registered and 12,671 reregistered for operation, or a total of 15,676 motor vehicles, as compared with 13,689 in 1923. The number of operators of motor vehicles licensed, including renewals and new licenses, which numbered 3,141, was 22,632 in 1924.

*Collection and expenditures.*—The amount of funds collected and expended for the registration and regulation of motor vehicles for 1924 amounted to ₡633,214.36 and ₡50,000, respectively, as against ₡628,918.54 and ₡60,000 for the preceding year.

## BENGUET AUTOMOBILE LINE

The Benguet Automobile Line had in operation during the year under review 5 first-class busses, 1 third-class bus, 1 combined passenger and express truck, 1 fire truck, 4 express and freight trucks, 10 special touring cars, 1 jitney for baggage delivery, and 1 service car for mechanics, and handled 4,066 full-rate and 184 half-rate first-class passengers, 5,442 full-rate and 1,020 half-rate third-class passengers, 163,720 kilos of hand baggage, 1,437,359 kilos of express and freight, and 105,593 kilos of deadhead express and freight.

The total income for 1924 amounted to ₡110,670.67, as compared with ₡105,505.30 for 1923. The operating expenses were ₡79,976.86, or a net profit of ₡30,693.81.

## GOVERNMENT CENTRAL GARAGE

The Central Garage had in operation during 1924, 4 Ford, 3 Dodge, 2 Chandler, and 1 Renault cars.

There were 2,677 calls for transportation within the city limits and 210 for provincial trips, as against 2,183 and 104, respectively, for the preceding year, or an increase of 20 per cent and 109 per cent. The income for 1924 amounted to ₡19,453.19 and the expenditures ₡36,000, as against ₡10,592.45 and ₡30,822.46, respectively, for the preceding year.

## BUREAU OF POSTS

## ORGANIZATION

At the close of the year under review, the bureau of posts had in operation 914 post offices, 438 money-order offices, 676 postal savings bank offices and 400 telegraph offices (including 28 radio stations). These figures, compared with

those of the previous year, show an increase of 2 post offices, 6 money-order offices, 2 postal savings bank offices, and 4 radio stations, but a decrease of 1 telegraph station, due to the discontinuance of the practice of including in the count the telegraph station of the United States Navy which is connected with the telegraph line of the bureau of posts.

Besides the foregoing offices, 47 postal stations were operated where stamps were sold and letters mailed and registered.

During the year, five post offices were established, while three were closed. Eight new money-order offices were opened and two were discontinued. Temporary telegraph stations were installed, one in the Carnival City, Manila, from February 16 to February 24, inclusive, and another in Antipolo, Rizal, from May 8 to June 30, inclusive. On October 13, a telegraph station was established at the mill site of the Maa Sugar Central in Occidental Negros upon the request and at the expense of the company.

*Wireless stations.*—The radio station of Aparri, which had been temporarily discontinued since October 10, 1923, was reestablished on February 13, 1924. This station communicates with Basco, Batanes, a distance of about 120 miles. The station at San Vicente, Cagayan, was ready for operation on August 2, 1923, but a typhoon completely destroyed it. The station was finally reestablished on March 5, 1924. It communicates with Basco and Aparri. Another station was established at Legaspi on February 18, 1924, to communicate with Virac, Catanduanes. At this last place, a station was established on February 18, 1924, to take the place of the cable connecting the island of Catanduanes with Luzon, which had been interrupted since December, 1923. On May 7, 1924, a radio station, with an Army field set, was established at Suriagao to take the place of the cable which had been interrupted since March 21, 1924. This station communicates with the radio station at Cebu, a distance of 125 miles.

The station at Amuguis, Tayabas, established at the expense of the Richmond Petroleum Co., was closed at noon, September 22, the company having discontinued its drilling operations in Bondoc Peninsula.

#### RECONSTRUCTION AND GENERAL IMPROVEMENT OF TELEGRAPH LINES

During the year, 631.67 kilometers of telegraph lines were reconstructed in various parts of the islands. Wooden poles were replaced with iron poles with few exceptions.

General improvement work has also been undertaken by relocation of telegraph lines, transfer of portions of circuits from old locations to better places, and repair of 13 submarine cables.

While two cables (San Ricardo-Surigao and Calolbon-Malinao) were discontinued, two additional cables were laid, one between Romblon and Badajoz (10.059 nautical miles) to connect with the land line which is being constructed on Tablas Island. This will take the place of the cable between Romblon and a point off Guimbirayan. The other was laid between Misamis and Kolambugan and connected with the newly strung weatherproof wire between Kolambugan and Iligan.

#### PERSONNEL

At the close of the year 1924, the personnel of the bureau of posts numbered 3,339, exclusive of mail contractors and messengers, as compared with 3,355 for the previous year, or a decrease of 16, or 0.5 per cent. The decrease was due to the fact that positions left vacant through resignation or otherwise are not as yet filled.

There were 14 American and 497 Filipino mail contractors and messengers, a total of 511, as against 487 for the previous year, or an increase of 24, or 5 per cent. The increase was due to the opening of 24 additional mail routes.

The total amount expended for the clerical service was ₱478,214.92. The per capita expense of the bureau was ₱0.0410.

The average annual compensation paid to clerks was ₱752.28; to postmasters ₱478.40; to operators ₱666.09; to supervising linemen, ₱1,260.95; to letter carriers, Manila ₱533.41, provincial ₱234.73, and to linemen ₱441.26.

*Employees retired.*—Only five employees were granted retirement during the year under the provisions of Act No. 2589, as amended, the same number having been retired during the preceding year.

## TELEGRAPH SCHOOL

The year started with 21 students, all Morse, in attendance. The enrollment increased during the year to 60 students. Of this number, 27 were assigned to the province; 6 resigned; 3 were dropped for failure to show progress in their studies; and 1 was dismissed for cause.

Following the practice of previous years, no wireless students have been admitted. It has been found more practical to select wireless operators from experienced Morse operators, instead of picking them from green students.

## DISCIPLINARY ACTION

During the year, 100 employees were dismissed from the service for cause, and administrative fines were imposed upon 181 employees, as against 96 dismissed and 95 fined for the previous year.

## FINANCIAL STATEMENT

The revenues of the bureau of posts for the year under review amounted to ₱3,728,680.86 as against ₱3,537,487.05 for the previous year, or a gain of ₱191,193.81, or 5.4 per cent. There was a decrease of ₱21,170.31, or 1.2 per cent, in stamp sales, while increases of ₱17,796.20, or 6.4 per cent, in money-order fees; ₱71,864.50, or 5.6 per cent, in telegraph tolls; and ₱10,780.43, or 3.7 per cent, in interests on investments and securities were registered.

There was an increase of ₱78,872.79 in the expenditures of this bureau over those of the previous year. This does not include the amount expended for the acquisition of fixed assets, which has been booked as fixed assets. The total amount of expenditures, including the amount expended for the acquisition of fixed assets, was ₱3,420,607.69, which, compared with that of the previous year which amounted to ₱3,245,466.24, shows an increase of ₱175,141.45.

*Statement of the operating accounts by division*

Division	Operating revenue	Operating expense	Net profit
Postal.....	₱1,770,820.14	₱1,803,522.90	(₱32,702.76)
Telegraph.....	1,342,683.63	1,251,755.01	90,928.62
Money order.....	309,092.17	275,293.95	33,798.22
Postal-savings bank.....	204,087.88	101,983.47	102,104.41

This statement shows that the net operating profit of the bureau was ₱259,534.01, as compared with ₱221,482.27 for the previous year. While there was a decrease in postal receipts of ₱484.82 only, the loss sustained in operating the service as given above amounted to ₱32,702.76. This was due to the new proration of expenses among the several divisions, which was adopted during the year.

## ACTIVITIES

## POSTAL BUSINESS

*Operating revenue.*—The receipts derived from stamp sales, second-class postage, box rents, and other miscellaneous items amounted to ₱1,770,820.14, while those for the preceding year amounted to ₱1,771,304.96, or a decrease of ₱484.82, or 0.27 per cent.

*Registry business.*—A total of 1,543,249 pieces of mail matter was registered during 1924, or an increase of 73,516, or about 5 per cent, while the number of pieces of registered mail received for delivery was 1,579,496, or a decrease of 27,860, or 1.7 per cent. The number of pieces in transit handled was 891,859 or a decrease of 21,723, or 1.3 per cent.

*Indemnity business.*—During the year under review, 14,984 registered indemnity articles were handled, and their fees and commission amounted to ₱4,802.60. Compared with the corresponding figures for the year previous, there was an increase of 906, or 6 per cent, in the number of articles, an increase of ₱160,392.69, or 43 per cent, in the aggregate value of the articles, and an increase of ₱142.22, or 3 per cent, in the amount of fees and commission collected.

*Domestic C. O. D. service.*—During the year under review there were handled 160,849 parcels, valued at ₱1,944,475.58, for which commission (not including cost of registration and ordinary postage) in the amount of ₱41,376.70 was paid. These figures, compared with those of 1923, show an increase of 53,469, or 42 per cent, in the number of parcels, ₱770,902.96, or 65 per cent, in the value of the parcels, and ₱14,714.58, or 56 per cent, in the commission collected.

The following is a statement of the progress made since 1922:

Year	Number	Amount of collection	C. O. D. commission
1922.....	74,242	₱830,975.94	₱17,794.74
1923.....	107,380	1,173,572.62	26,662.12
1924.....	160,849	1,944,475.58	41,376.70

*Second-class publications.*—During 1924, 22 new publications were registered as second-class mail matter, while 26 were discontinued. This made 131 the total number of publications registered as second-class mail matter at the close of the year. Six newsdealers held permits to mail publications at second-class rate postage.

The total weight of publications mailed at this rate was 786,788 kilograms, on which postage amounting to ₱39,341.42 was paid, as against 700,206 kilograms and ₱35,070.59, respectively, for the previous year, or an increase of 86,582 kilograms, or 12.3 per cent, in the weight of publications mailed, and ₱4,270.83, or about 12 per cent, in the amount of postage paid. The following table shows the publications registered as second-class matter, showing location, language, and frequency:

*Publications registered as second-class matter, 1924*

Name of publication	Location	Language	Frequency
Chinese National Tribune.	Manila.....	Chinese.....	Daily.
Ang Dalan.....	Dipolog.....	Visayan.....	2 times a month.
Stage and Screen.....	Manila.....	English.....	Do.
El Imparcial.....	Zamboanga.....	Spanish.....	2 times a week.
Hojas de Catecismo.....	Manila.....	do.....	Weekly.
El Norte.....	do.....	Spanish-Ilocano.....	Monthly.
Bag-ong Magbalantay.....	Oroquieta.....	Visayan.....	Every 10 days.
Ang Lungsuranon.....	Malibog.....	do.....	Weekly.
Malaya.....	Manila.....	Tagalog.....	Do.
15. Green and White.....	do.....	English.....	Monthly.
Ang Aryan sa Lungsod.....	Cebu.....	Visayan.....	Weekly.
Civismo.....	Silay.....	Spanish-Visayan.....	3 times a week.
Ang Sulo.....	Cebu.....	Visayan.....	Weekly.
Ang Lungsod.....	Barili.....	do.....	Do.
Ang Sinipit.....	Sibonga.....	do.....	Do.
The Leader.....	Manila.....	English-Spanish-Visayan.....	2 times a month.
Ang Napulog Usa.....	Carcar.....	Visayan.....	Every 10 days.
El Obrero.....	Tacloban.....	English-Spanish-Visayan.....	Weekly.
Araw.....	Manila.....	Tagalog.....	Daily.
Panagbiag.....	do.....	Ilocano.....	Monthly.
Banagbang.....	Cebu.....	English-Spanish-Visayan.....	Weekly.
Filipino Youth.....	Mexico.....	English-Pampango.....	Do.

*Third-class mailing privileges.*—During the year under review, there were three government bureaus, 32 commercial firms, and 35 entities, availing themselves of the privilege provided for the mailing of third-class matter in large quantities without postage stamps affixed, or a decrease of 2 from the corresponding figure of the year preceding. The amount of postage paid in cash for this service was ₱3,016.06, or an increase of ₱2,241.94, or 290 per cent.

*Ship-side mail service.*—Twenty-five thousand seven hundred and eighty-one pieces of mail were received and dispatched by the postal clerk assigned at the piers for steamers bound for the United States, and ₱134 worth of stamps sold, or an increase of 8,810, or 52 per cent, in the number of articles mailed and a decrease in the amount of stamps sold by ₱67.77. During the year, 61 steamers were attended by the postal clerk at the piers, as against 63 of the previous year.

*Mails received from and dispatched to Philippine offices.*—During the year, the Manila post office received 30,742 mails from post offices in different parts of the

islands, while 29,528 mails were received during 1923, or an increase of 1,214, or 4 per cent; 37,495 pouches and 14,658 sacks of mail were received, as against 37,171 pouches and 19,179 sacks for the previous year, or an increase of 324 pouches, or about 1 per cent, and a decrease of 4,521 sacks, or 23 per cent.

The number of dispatches was 32,153, while those for 1923 was 30,780, or an increase of 1,373, or 4 per cent; 46,140 pouches and 111,446 sacks of mail were dispatched, as against 41,958 pouches and 118,782 sacks for the year 1923, or an increase of 4,182 pouches, or about 10 per cent, and a decrease of 7,336 sacks, or 6 per cent.

*Postal stations.*—Of the total number of postal stations (47) in operation, 32 are in the city of Manila.

The number of registers handled at the Manila stations was 42,637, while the amount of postage stamps sold amounted to ₱74,922.36. Compared with the corresponding figures for the preceding year, there was an increase of 9,771 registers, or 29 per cent, handled, and ₱12,050.07, or 19 per cent, in the amount of stamps sold.

*Exchange of mails with the United States.*—One hundred fifty-five mails were received from the United States, as compared with 142 for the previous year, or an increase of 13 mails. There were received, from the same place, 1,807 pouches of letters, 1,791 pouches, sacks, and cases of registers, and 69,219 sacks and cases of merchandise and printed matter, which, compared with the corresponding figures for the previous year, show a decrease of 98, or 2 per cent, in the number of pouches of letters received, and an increase of 198, or 12 per cent, in the number of pouches of sacks and cases of registers received, and 11,379, or 20 per cent, in the number of sacks and cases of merchandise and printed matter received.

Philippine mails dispatched to the United States numbered 186, which, compared with 195 of the previous year, show a decrease of 9, or 5 per cent. The mails dispatched consisted of 1,071 pouches of letters, 23,727 pouches and sacks of registers, and 6,236 sacks of ordinary mail, as against 1,104 pouches of letters, 43,254 pouches and sacks of registers, and 6,329 sacks of ordinary mail for the preceding year, or a decrease of 33, or 3 per cent; 19,527, or 45 per cent, and 93 or 1.5 per cent, respectively.

*Army and Navy mail.*—The approximate weights of the Army and Navy mail posted during the year were:

	Grams
First-class-----	6, 237, 182
Third-class-----	6, 004, 374
Fourth-class-----	372, 714

and the approximate amounts of postage that might have been paid were:

First-class-----	₱10, 395. 30
Third-class-----	2, 501. 82
Fourth-class-----	207. 06

*United States air mail.*—Upon the establishment in the United States of an air mail service from San Francisco to New York, authority was secured to accept mail for transportation by air from San Francisco across the continent. This service was opened here on August 26, 1924.

*Insured parcel posts from the United States.*—During the year under consideration, 65,563 insured parcels from the United States were received as against 76,925 for the preceding year, or a decrease of 11,362 parcels, or 14 per cent.

*Exchange of mail with foreign countries.*—Five hundred and forty-three mail dispatches, consisting of 6,641 bags, were made with foreign countries, as against 522 mails, consisting of 6,213 bags, for the previous year, or an increase of 21 mail dispatches, or 4 per cent, and 428 bags, or 6.9 per cent.

On the other hand, 518 mails, consisting of 11,316 bags, were received from foreign countries, as against 497 mails, consisting of 10,231 bags, for the previous year, or an increase of 21 mails, or 4.2 per cent, and 1,085 bags, or 10.6 per cent.

The new foreign offices which made direct exchange of mail with the Philippines are Colombo, India; Cd. Juarez, Mexico; and Hamburg I, Germany.

*Parcel post articles received from foreign countries.*—During the year, there were received 11,069 international parcels post as against 9,173 parcels in 1923, or an increase of 1,896, or 20 per cent; 3,247 registered and 5,212 ordinary parcels post articles, a total of 8,459, were dispatched to foreign countries, as against 3,474 registered and 6,052 ordinary, or a total of 9,526 parcels for last year, or a decrease of 1,067 parcels, or 13 per cent.

*Cost of transportation of mail to the United States and foreign countries.*—Steamship companies carrying mail to the United States and foreign countries were paid ₱138,404.13, as against ₱158,051.66 for the previous year, or a decrease of ₱19,647.53, or about 9 per cent. In 1923, 172,795 bags were dispatched, as against 169,521 for 1924, or a decrease of 3,274 bags, or about 4 per cent.

*Hire of day laborers.*—In 1923, the wages of laborers hired on days when United States mails were received amounted to ₱3,394.60, while, for the year under review they amounted only to ₱1,320.15, a decrease of ₱2,074.45, or over 60 per cent.

*Mail for the United States, via Japan.*—During the year, every opportunity was availed of to advance mail for the United States by sending it on boats going direct to Japan, from where connections were made.

*Mail for Europe via Siberia.*—The first dispatch for Europe via Trans-Siberian Railway was made on August 27, 1924, after which it was decided to send only ordinary letter mail when indorsed "via Siberia" and in the open mail to Shanghai. Up to the end of the year, 74 dispatches were made. The use of this route advances the mail for a day or two only.

*Parcel post convention with China.*—On March 12, 1924, a parcel post convention was concluded with China, the delivery fee of 20 centavos having been fixed, instead of the usual 10 centavos.

*Delivery fee on parcel posts increased.*—With the consent of the countries concerned and effective December 10, 1924, the delivery fee of 10 centavos was doubled on parcels coming from Australia, Hongkong, Indo-China, Macao, Netherlands East Indies, North British Borneo, Siam, and Straits Settlement, with which the Philippines has its own postal agreements.

*Postage rates to foreign countries increased.*—As a result of certain changes made in our postage rates for matters addressed to foreign countries, in accordance with the Madrid convention, the postage rates on letters and post cards addressed to foreign countries (except the United States and its possession and the members of the Spanish-American Postal Union) have been increased, effective June 1, 1924, as follows: Letter: The rate was increased from 10 centavos for each 20 grams or fraction thereof to 16 centavos for the first 20 grams or fraction thereof and 8 centavos for each additional 20 grams or fraction thereof. Post cards: The rate was increased from 4 centavos to 10 centavos for each card.

*Rate on commercial papers reduced.*—To conform to the Madrid convention, the initial charge on commercial papers has been reduced, effective December 13, 1924, from 20 centavos for the first 250 grams to 16 centavos for the first 200 grams and 4 centavos for each additional 50 grams.

*Conversion of centavos into centimes in computing postage due on foreign mail.*—The former practice of considering 5 centimes as the equivalent of 1 centavo in taxing postage due matters to foreign countries was changed. Instead, the equivalent of 1 centavo has been changed to 2½ centimes, which is the correct equivalent.

*Railway post offices.*—The volume of business handled in the four railway post offices (Manila and Cabanatuan R. P. O., Manila and Aloneros R. P. O., Manila and Paniqui R. P. O., Manila and Bauang Sur R. P. O.) has been about the same as in 1923, as may be seen from the following figures:

*Volume of business handled*

	1923	1924
1. Number of pouches received, opened, and reworked.....	74,338	78,330
2. Number of sacks received.....	53,759	50,457
3. Number of registers received.....	231,535	228,525
4. Number of letter packages received and reworked.....	199,237	197,039
5. Number of special-delivery articles delivered at Manila.....	34,672	36,286
Number of 6. Nukilometers traveled by railway postal clerks.....	828,392.9	777,430.3

*Private mail boxes.*—The regulations compelling the installation of mail boxes in each residence or place of business in the City of Manila were enforced during the year. At the close of the year there were over 17,000 such boxes. The enforcement of these regulations has been extended to the towns of Cebu, Iloilo, and Zamboanga, and the City of Baguio.

*Dead-letter office.*—A total of 95,457 pieces, or a decrease of 24 per cent compared with the number for 1923, were received by this bureau for disposition during the year under review. This total number consisted of 955 registered



articles, 93,469 ordinary letters, and 1,033 ordinary parcels. Of the 955 registers, 170 were returned to senders, 35 destroyed as containing unmailable matter, and the rest, being unclaimed, held for one year subject to future claims. Of the ordinary letters, 11,033 were returned unopened, 43,094 opened to find out the senders, and 39,256 destroyed because the senders could not be ascertained. Of those containing valuable articles, 16 were returned to senders and 70 retained for future claim. Of the ordinary parcels, 717 were returned, 162 destroyed due to the impossibility of ascertaining their senders, and 154, containing valuable matters, retained for future claim.

Awaiting claim or disposition there were during the year 1,551 registered articles, 759 of which were eventually disposed of, and 850 pieces of ordinary mail with valuable contents, of which 657 were disposed of, leaving on December 31, 1924, still on file 792 registered articles and 193 pieces of ordinary mail containing valuables.

The value of coins, currency, and postage stamps taken from mail matters on file for more than 30 days was ₱342.57. This amount was deposited in the insular treasury to the credit of postal revenues. From this amount claims by addressees or senders, amounting to ₱20, were paid.

*Free-delivery service.*—Free-delivery service was in operation in 552 municipalities, where 658 letter carriers and 75 mail messengers were employed. There was an increase of 6 municipalities, 1 letter carrier, and 15 mail messengers over the year preceding.

The cost of service outside of Manila was ₱154,458.29, or ₱66.76 more than that of the preceding year.

*Mail transportation.*—No opportunity has been spared in order to improve the service of mail transportation. Notable among others are the following improvements:

Mail for and from Catanduanes Island has been advanced considerably. Formerly, mail was only dispatched by direct boats to Virac and mail from Catanduanes was dispatched to Manila by boats sailing direct from Virac. Arrangements were made whereby mails from Manila for Catanduanes are dispatched also by every opportunity to Legaspi, from which they are forwarded to Virac by boats or launches from either Legaspi or Tabaco. Virac, in its turn, dispatches mail by boats and launches touching either Tabaco or Legaspi.

A twice-a-week railroad and boat service has been established between Sorsogon and Manila. Due to this innovation, mail leaving Manila by the Bicol Express on Wednesdays and Saturdays is now received at Sorsogon in the afternoon of the following days.

Camarines Norte was also given a regular twice-a-week service with Manila—one by railroad between Manila and Hondagua, and by boat between this point and ports of the province, and another by railroad between Manila and Alonerós, by boat between Alonerós and Pasacao, by trucks between Pasacao and Pamplona, then by railroad between Pamplona and Naga, and finally by boat from Naga to ports in Camarines Norte.

Sorsogon is now connected with offices north of Samar, and mail is no longer routed via Manila.

The western part of Samar and the Bicol region have been connected through the establishment of direct exchanges between Calbayog, Catbalogan, and Bulan per the steamer *San Nicolas*.

Arrangements whereby Manila mails for points south of Zamboanga may be advanced have been made.

The towns of Mati, Manay, Baganga, Caraga, and Cateel of the province of Davao have now a regular trimonthly service with Manila instead of only once in 25 days.

It may be stated in general that, whenever possible, arrangements for the advancing of mail were made in other places, as Iloilo, Cebu, and Negros.

*Mail routes.*—During the greater part of the year under consideration 526 mail routes were in operation as against 505 during the previous year, or an increase of 21 routes, or 4 $\frac{1}{4}$  per cent. Of the 526 routes, 434 were between post offices, and 82 between post offices and mail boats and mail trains. All these routes, except 10 which were paid for by the municipalities served, were charged against insular funds. At the end of the year, there were in operation 521 mail routes, as compared with 497 for the previous year, or an increase of 24, or 4.8 per cent.

The length of routes between post offices in operation during 1924 was 9,986.3 kilometers as against 9,476.7 during the previous year, or an increase of 509.6

kilometers, or 5.3 per cent. All in all, mail was carried between post offices over a distance of 3,597,144.2 kilometers, which, compared with that of the previous year—2,890,654.64 kilometers—shows an increase of 706,489.56 kilometers, or 24.4 per cent.

The total cost of the service between post offices was ₱215,735.98, as against ₱183,148.96 for the previous year, or an increase of ₱32,587.02, or 17.8 per cent, while the total cost of operation of the 66 routes between post offices and mail trains and mail boats (except Manila) amounted to ₱17,242.53, as against ₱15,318.58, or an increase of ₱1,923.95, or 12½ per cent, over 1923.

The average cost of each kilometer traveled was ₱0.0599.

*Railway mail service.*—Mails were transported over 1,497,451.74 kilometers of Manila Railroad and Philippine Railway lines at a cost of ₱120,917.82, or an increase of 11,512.66 kilometers and ₱6,591.39, respectively, over the corresponding figures for the preceding year, the average cost of transportation per kilometer being ₱0.0807 in 1924 and ₱0.0769 in 1923.

*Telegraph business.*—The telegraph service handled during the year was 1,168,043 paid messages, as against 1,133,928 handled during 1923—an increase of 34,115, or 3 per cent. The tolls collected amounted to ₱1,333,702.13, or an increase of ₱71,864.50, or 5.6 per cent, over the amount collected in 1923.

*Combined telegraph-telephone service.*—In 1924 there were handled 5,409 "combined telegraph-telephone" messages, an increase of 2,193, or 68.1 per cent, over the number handled in 1923, which was 3,216.

This service is now in operation in 356 towns and *barrios* where there are no telegraph stations.

*Night-lettergram service.*—One thousand three hundred and eighteen night lettergrams containing a total of 53,961 words were filed at the 12 lettergram offices, the tolls amounting to ₱1,349.83, or an increase of 15 per cent in the number of messages, 27 per cent in the number of words, and 18 per cent in the amount of tolls, the number of lettergrams filed in 1923 being 1,150, with a total of 44,688 words, the tolls amounting to ₱1,138.55.

#### SHIP RADIO SERVICE OF THE BUREAU OF POSTS

*Total ship business handled by all bureau of posts coastal stations.*—There have been exchanged between ships and the coastal stations 2,147 paid messages, with a total of 43,941 words—an increase of 212 messages or 10.9 per cent, but a decrease of 3,238 words, or 6.8 per cent, as compared with the business handled in 1923.

#### FOREIGN CABLE SERVICE AND NAVAL RADIO COMMUNICATION SERVICE

*Eastern extension cable.*—Five thousand two hundred and seven cablegrams for abroad were turned over to the Eastern Extension Australasia & China Telegraph Co. (Ltd.), or an increase of 344 (7 per cent) over the number handled in 1923, which was 4,863. For these cablegrams the company was paid ₱34,428.64, or an increase of ₱457.24 (1 per cent), the amount paid in 1923 being ₱33,971.64. This company turned over to the bureau for transmission to the provinces 4,045 messages from abroad, or a decrease of 48 (1.1 per cent), the number turned in 1923 being 4,093. There was, however, an increase of 6.3 per cent in the amount of tolls paid to the bureau, the figures being ₱7,430.52 for 1924 and ₱6,987.12 for 1923.

*Commercial Pacific Cable.*—One thousand seven hundred and seventy-seven cables for abroad were turned over to the Commercial Pacific Cable Co., paying ₱29,037.63 therefor, or an increase of 482 (37.2 per cent) in the number of messages and ₱9,181.24 (46.2 per cent) in the amount of tolls, the amount of messages in 1923 being 1,295 and the tolls ₱19,856.39. The company in its turn turned over to the bureau 3,147 messages for transmission to the provinces, paying therefor ₱5,030.49.

*Naval communication service.*—There were handled during the year 12,054 radiograms for and from ships and abroad via the Naval Communication Service as against 18,751 in the previous year, or a decrease of 6,697 (35.7 per cent).

*Radio service between the Philippines and British North Borneo.*—Three hundred and sixty-eight messages containing 3,024 words were exchanged in 1924 between Zamboanga and Sandakan, or an increase of 135 messages, or 58 per cent, and 631 words, or 26 per cent, over the business handled during the previous year. There was also an increase of ₱239.18, or 28 per cent, in the amount of tolls due the bureau.

## MONEY ORDER SERVICE

Nine hundred and fifty-three thousand eight hundred and eighty money orders were issued during the year under review, as compared with 875,715 issued during the previous year, or an increase of 78,165, or 9 per cent. The aggregate value of these orders was ₱42,328,046.77, as against ₱37,298,758.05 for the previous year, or an increase of ₱5,029,288.72, or 13½ per cent. The fees received for these orders amounted to ₱237,052.59, as compared with ₱228,712.56 received during the previous year, or an increase of ₱8,340.03 or 3.6 per cent.

The total number of domestic and foreign money orders paid and repaid in this service was 846,651, or an increase of 157,271, or 23 per cent, compared with those for the previous year, while the total amount of these orders was ₱43,805,756.38, or an increase of ₱7,033,156.48, or 19 per cent.

The value of money orders sent out of the Philippines was ₱2,596,507.44, as compared with ₱3,605,610.60 for the preceding year, or a decrease of ₱1,009,103.16. The value of United States and foreign money orders paid in this service registered an increase of ₱952,113.04 over the previous year, the amount paid being ₱4,129,797.02, as compared with ₱3,177,683.98 for the previous year. The balance, therefore, in favor of the Philippines amounted to ₱1,533,289.58.

*Telegraphic transfer.*—During the year under review the number of telegraphic transfers issued was 79,151, valued at ₱11,248,148.52, for which fees in the amount of ₱56,062.62 were paid; the total number of transfers paid was 70,091, valued at ₱12,330,162.35. Compared with the corresponding figures for 1923, there was an increase of 20,517 (35 per cent), in the number of transfers issued, an increase of ₱9,472.57, or 20 per cent, in the amount of fees paid; an increase of 8,632, or 14 per cent, in the number of transfers paid; and an increase of ₱2,211,901.77, or 21 per cent, in the value of transfers paid. Tolls for the transfer telegrams are not included in the fees.

## POSTAL SAVINGS BANK

*Deposits and accounts.*—At the end of 1924 there were 167,625 depositors (160,502 or 95.75 per cent being Filipinos) and ₱5,630,559.42 due the depositors. Compared with those of the previous year, these figures show an increase of 5,059, or 31 per cent, in the number of depositors, but a decrease of ₱22,159.06, or 4 per cent, in the amount due the depositors.

The number of new accounts opened was 18,949, or a decrease of 2,303, or 11 per cent; while the number of accounts closed was 13,890, or a decrease of 711, or 49 per cent. The withdrawals numbered 80,972 valued at ₱4,433,932.67, as against 94,352 valued at ₱4,937,754.13 for 1923, or a decrease of 13,380, or 14 per cent, in the withdrawals, and ₱503,820.46, or 1.02 per cent, in the value thereof. The total income amounted to ₱297,995.75, or an increase of ₱12,422.71, or 43 per cent, compared with that of the previous year. The cost of administration was ₱96,145.08, as against ₱117,506.13 of the previous year, or a decrease of ₱21,361.05, or 97 per cent. The total net earnings at the close of the fiscal year was ₱96,090.06, as compared with ₱36,818.36 of the previous year, or an increase of ₱59,271.70, or 16 per cent, while the reserve fund amounted to ₱431,849.12, as against ₱335,759.06 of the previous year, or an increase of ₱96,090.06, or 29 per cent.

*New system of deposits.*—A new system of making deposits by means of savings stamps has been introduced, effective January 1, 1924. The savings stamps consist of the denominations ₱1, ₱2, ₱5, ₱10, ₱20, ₱50, ₱100, ₱200, and ₱500.

*Foreclosures.*—The fixed assets of the bank consisting of lands and buildings foreclosed for nonpayment of principal and interests amounted to ₱73,013.59 at the close of the year.

## OTHER BUSINESS

*Complaints.*—During the year, 715 complaints were handled, as against 771 complaints for the previous year, or a decrease of 56. The investigation of all complaints received, with the exception of 6, was completed before the year closed, 613; or 86.45 per cent, of which were found unwarranted.

*Claims for indemnity.*—Six hundred and forty applications for indemnity for the loss of, or damage to, insured parcels from the United States addressed for delivery in the Philippines were received and acted upon.

Thirty-eight employees were required to make reimbursements in the total amount of ₱2,174.16 for losses incurred through their fault. Eleven persons not connected with the bureau had also to reimburse ₱726.03, for the loss of, or damage to, registered and C. O. D. mails, and for the erroneous payment to some of them of money orders.

Three hundred and twelve pesos and six centavos was paid to patrons out of postal funds for the loss of, or damage to, registered and C. O. D. mails, wrong payment of money orders, etc.; ₱412.44 to 13 patrons from reimbursements made by persons not connected with the service; and ₱1,117.28 to 37 patrons from reimbursements made by employees of the bureau.

*Inquiries.*—Approximately 300 inquiries from the United States regarding dispositions of ordinary and registered mails, and about 100 similar inquiries from foreign countries were received and acted upon during the year. On the other hand, the bureau of posts sent about 266 tracers for registered and ordinary mail to the United States and foreign countries.

*Inspection of post offices.*—There were 2 supervising inspectors and 26 district inspectors during the year. Six inspectors are assigned to duties other than field work, while one is in the United States to specialize on postal and inspection work.

The district inspectors made a total of 1,313 inspections of post offices, so that of the 914 post offices in operation, an average of at least 1 inspection was made.

#### UNIVERSAL POSTAL CONGRESS

On May 16, 1924, Assistant Director Juan Ruiz of the bureau of posts was appointed delegate to represent the Philippines at the Eighth Universal Postal Congress held at Stockholm, Sweden, which was convened on July 4, 1924, and adjourned on August 28.

This Congress, among other measures, decided to reduce the maximum rate approved at the Congress of Madrid in 1920 of 50 centimes for the first unit of weight of a letter, to 40 centimes, and the minimum rate to 20 centimes. A provision has been made for the acceptance of newspapers and periodicals mailed by the editors at an optional reduction of 50 per cent of the rates applicable to printed matters, such option being also accorded to books, stitched or bound, and to literary and scientific books exchanged between institutions of learning. A new provision has been also inserted allowing the acceptance of articles containing dutiable goods provided the country of destination so permits and the articles are marked for submission to the customs authorities.

The convention also adopted, with the affirmative vote of our delegate, a new schedule of transit charges much lower than the one now in force. This change will save the Philippine Government about ₱20,000 per annum. All attempts to raise the warehousing charges and on correspondence a decouvert were blocked by counter propositions on the part of our delegate even though these failed of passage.

#### BUREAU OF SUPPLY

##### ORGANIZATION AND PERSONNEL

The death of Deogracias Nicolas, chief of the division of supplies and Santos Cariño, his stenographer and assistant, was a loss to the bureau. Aside from this misfortune, no important changes took place in the organization and personnel of the bureau during the year under consideration, although the number of minor employees was reduced in accordance with the retrenchment policy of the government.

##### SALES

The sales during 1924 amounted to ₱21,319,787.68 as compared with ₱12,429,358.79 for the year 1923, an increase of ₱8,890,428.89, or 71½ per cent and were distributed as follows:

	1924	1923	Increase
Insular government.....	₱8,761,325.73	₱5,604,584.85	₱3,156,740.88
Cities of Manila and Baguio.....	776,577.57	753,281.67	23,295.90
Provincial government.....	2,505,476.43	2,165,856.71	339,639.72
Municipal government.....	929,008.56	789,383.54	139,625.02
Semigovernmental institutions.....	13,345.14	41,991.21	128,646.07
Philippine sugar centrals agency.....	8,312,512.40	3,055,730.67	5,256,781.73
Private parties.....	21,541.85	18,550.14	2,991.71

<sup>1</sup> Decrease.

## PURCHASES

Twenty million six hundred sixty-three thousand seven hundred sixty-nine pesos and sixty-four centavos is the amount of the purchase during the year of materials and supplies, including those obtained by the different branches of the government under the direct order and payment system, as compared with ₱12,147,544.39 of the preceding year, an increase of ₱8,516,225.25.

The purchases were made as follows:

	Value	Per cent
From the local market or through local merchants.....	₱17,047,056.27	82.5
From the United States through our purchasing agent in New York.....	3,366,267.28	16.3
From foreign countries.....	250,446.09	1.2

All local purchases, with few exceptions, were made on competitive bidding, and, in cases of big purchases, a committee composed of the assistant purchasing agent, a representative from the Bureau of Audits, and a representative of the bureau or office for which the supplies are bought, pass upon the conditions of delivery and quality of materials, their decision being subject to review by the purchasing agent. Whenever scientific examination was required, the bureau of science was called upon to make the necessary tests, the expenses incurred being borne by the bidders.

## STOCK

The value of stock on hand on December 31, 1924, was ₱1,185,267.85, as compared with ₱2,388,747.87 of the preceding year, or a decrease of ₱1,203,480.02. The aim has been to reduce the stock to such a quantity as would be merely sufficient to meet the regular demands and urgent needs. The purchases of stock amounted to ₱2,031,479.97 only or less than 10 per cent of the total purchases of ₱20,663,769.64, which included those for immediate delivery to the different branches of the government. Of the purchases for stock for 1924, only about ₱200,000 was on hand on December 31, 1924.

## REQUISITIONS

Requisitions received during the year numbered 24,060, as against 20,820 of the previous year, an increase of 3,240. The following is a comparative table for the last two years, showing the sources of the requisitions:

	1924	1923	Increase
Insular government.....	7,778	7,386	392
Cities of Manila and Baguio.....	978	860	118
Provincial and municipal governments.....	12,326	10,678	1,648
Philippine sugar centrals.....	2,452	1,727	725
Miscellaneous.....	526	169	357
	24,060	20,820	3,240

## LUMBER YARD AND SAW MILL

The suppression of the lumber yard and saw mill having been decided upon, no new purchases of lumber were made during the year and the personnel has been gradually reduced. The stock of lumber as of December 31, 1924, amounted to approximately 171,966 board feet only.

## FINANCIAL STATEMENT

The gross income of the bureau for the year amounted to ₱828,240.63 and the total expenditures to ₱341,239.62, or a net income of ₱487,001.01, as against a net income of ₱181,518.36 for 1923, or an increase of ₱305,482.65. The total expenditures were only ₱9,869.17 in excess of those of 1923.

From the net income the sum of ₱38,521.65, representing the losses on the sales of old stock and charges to income not corresponding to the current year operation, may be deducted, thereby leaving a surplus of ₱448,479.36. The

losses from revaluation of sales stock which amounted to ₱193,517.45 were not taken into consideration, as they are provided for in the special appropriation created by act 3063.

#### THE GOVERNMENT ICE PLANT—DIVISION OF COLD STORAGE

The gross earnings of the division, together with other incidental earnings, such as sales of electric current, rental of trucks, etc., aggregated a total of ₱636,632.11, while the operating expenses amounted to ₱452,628.15, or a net profit of ₱184,003.96, as against ₱127,057.41 for the previous year, or an increase of ₱56,946.55. The sales increased in all departments, as may be seen from the following table:

	1924	1923	Increase
Cold storage.....	₱194,091.24	₱151,359.79	₱42,731.45
Ice.....	347,911.05	329,066.21	18,844.84
Water.....	77,896.20	70,883.14	7,013.06

#### BUREAU OF COMMERCE AND INDUSTRY

##### ORGANIZATION AND PERSONNEL

No material changes took place in the organization and personnel of the bureau during the year under review.

##### FINANCIAL CONDITION

*Expenses.*—The expenses of the bureau, exclusive of those of the marine railway and repair shops, amounted to ₱1,019,712.11, as against ₱1,020,270.43 for the preceding year, or a decrease of ₱558.31.

*Income.*—The total income of the bureau proper during the year amounted to ₱334,918.

*Income and expense of the marine railway and repair shops.*—The operating revenue of the marine railway and repair shops amounted to ₱532,360.67, while the operating expenses aggregated ₱403,407.29, thus leaving a net gain of ₱28,953.38.

##### REGISTRATION OF MERCANTILE DOCUMENTS

There was a total of 641 mercantile documents registered during the year, as compared with 656 for the preceding year, or a decrease of 15.

The total amount of fees collected during 1924 amounted to ₱44,067.50, as against ₱48,535.86 for the previous year, or a decrease of ₱4,468.36. This decrease may be attributed to the smaller number of partnerships registered in 1924 than in the preceding year, and also to the smaller number of certified copies of documents made and issued during 1924. Furthermore, there were more assignments of trade-marks and United States letters patent recorded in 1923 than in 1924.

Three hundred and one domestic corporations with a total capital stock of ₱16,319,000, of which ₱5,991,791 were subscribed and ₱3,895,271 paid up, were registered during the year, as against 333 corporations with a combined capital stock of ₱33,982,200 (subscribed, ₱6,052,752; paid up, ₱4,815,460) registered during 1923, or a decrease of 32 (9.61 per cent) in the number of corporations, and of ₱17,663,200 (51.98 per cent) in the amount of the capital stock.

The number of domestic partnerships registered was 138 with an aggregate capital of ₱5,509,375, for Manila and 78 with an aggregate capital of ₱1,523,455 for the Provinces. The figures for 1923 being as follows: 154 partnerships with a capital of ₱8,742,887 for Manila and 62 partnerships capitalized at ₱1,517,974 for the Provinces, there was a decrease in the year under review, for Manila, of 16 (10.39 per cent) in the number of partnerships and of ₱3,233,512 (36.98 per cent) in the amount of the capital, for the Provinces an increase of 16 (25.81 per cent) in the number of partnerships and ₱5,481 (0.36 per cent) in the capital.

There were authorized to transact business in the Philippine Islands 12 foreign corporations (10 American, 1 Japanese, and 1 Denmark) with an aggregate capital of ₱180,796,750, of which ₱157,175,297 were subscribed and fully

paid up, as against 7 corporations with a total capital stock of ₱4,752,305 of which ₱4,252,785 were subscribed and paid up, licensed during 1923, or an increase of 5 (71.43 per cent) corporations and of ₱176,044,445 (3,704.41 per cent) in the capital stock.

#### RESEARCH DIVISION

To meet specific local and foreign inquiries, 346 agents' reports were made during the year, as against 271 for 1923, or an increase of 75.

An industrial directory was started during the year, but the magnitude of the work, on one hand, and the lack of sufficient agents, on the other, prevented its completion so far.

The organization of cooperative market associations in the Cagayan Valley has been continued.

The number of readers in the Commercial Library increased.

#### GENERAL TRADE INFORMATION SERVICE

*Correspondence received and acted upon.*—A total of 2,520 pieces of mail matter were received during the year both from within and outside the islands, as against 1,755 for the preceding year, or an increase of 43.5 per cent.

*Correspondence prepared and released.*—The bureau sent out during the year under review 1,773 letters, 62 circular letters, 147 indorsements, 96 telegrams, 35 memoranda, 208 trade opportunities, 212 press notes and 281 market quotation reports. The United States lead all other countries in availing of the bureau trade information service.

Attention is called to the fact that the number of trade opportunities increased from 52 for 1923 to 208 for 1924, the increase being largely due to the work of the New York agency and the commercial attachés in the United States, who spared no efforts to make American business men realize the possibilities of a more extended trade with the Philippines.

*Fairs and expositions.*—The bureau of commerce and industry participated, as usual, in the 1924 carnival industrial and commercial exhibit. The main feature of the bureau's exhibit was the graphic presentation by means of colored charts of the prospects and possibilities of various local industries which, if developed, would not only eliminate many items from the national import list but materially increase our exports.

Responding to an invitation of the authorities of the Hanoi Fair, which was held between November 30 and December 14, 1924, the bureau participated in the same. Considerable publicity was obtained for the Philippines on agricultural and manufactured products, among which may be mentioned hemp, cigars, cigarettes, and shell articles.

*Publications.*—Two important publications, the Tourist and Commercial Handbooks of the Philippine Islands, were prepared and edited during the year. Eight hundred and forty-four commercial handbooks and 2,685 tourist handbooks were disposed of.

The commercial division also published during the year 40,000 copies in English and 40,000 copies in Spanish of the following pamphlets, which were and are being freely distributed to those seeking information.

The Possibilities of Rubber Industry in the Philippines.

The Need for a Greater Philippine Rice Production.

Big Markets Open for Philippine Kapok.

Egg Industry in the Philippines.

Possibilities of the Silk Industry in the Philippines.

Peanuts as a Money Crop.

The Possibilities of the Pineapple Industry in the Philippines.

Philippine Cabinet Woods Have a Wide Market.

Great Opportunity in Desiccated Coconut Industry.

Philippine Rattan Industry Offers Excellent Opportunities.

Possibilities of Dairying and Meat Production in the Philippines.

Paper Manufacturing in the Philippines.

#### MARKET INFORMATION SERVICE

*Local quotation service.*—During the year under review 58,588 copies of Manila daily market report, 33,956 copies of Manila weekly market report, 696 copies of Manila monthly market report, and 260 special market quotation reports were prepared and released.

*Foreign market quotation service.*—During the year under review 9,204 copies of press notes (of which 4,992 were in English and 4,212 in Spanish), regarding grades of Philippine products in New York, London, and Hongkong, were prepared and released.

## TOURIST SERVICE

*Work accomplished.*—An aggregate of 2,523 people were taken care of by the tourist service, as against 2,488 handled during the preceding year. The following is a summary of the work accomplished by the service during the year, as compared with that of 1923:

	1924	1923
Total number of persons guided.....	2,523	2,488
Total number of persons given information.....	996	865
Number of vessels boarded.....	183	130

*Activities of the Iloilo and Cebu agencies.*—During the year these agencies submitted to the bureau the following reports:

1. Weekly and monthly reports on market conditions for the principal products traded on within their respective districts.
2. Weekly and monthly reports on foreign and domestic exportations of native products from Iloilo and Cebu.
3. Monthly reports on the importations of native staples into Iloilo and Cebu from other parts of the islands.

Copies of such reports were released in the form of press notes in Manila as well as in those districts.

Through these agencies, copies of reports on the daily, weekly, and monthly market conditions of Manila, as well as copies of cablegrams on quotations for Philippine staples in the markets of the United States and other foreign countries, were distributed.

The Iloilo agency also submitted monthly reports on the sugar stock in that port.

Both agencies made besides special investigations and submitted reports thereon on subject matters embodied in letters of instruction sent from time to time from the central office.

*The New York commercial agency.*—As a result of the activity of this agency in arousing interest in Philippine trade, trade inquiries poured in more freely and frequently than in previous years.

The following table shows a classified list of correspondence handled by this agency from April to November, 1924:

Total incoming correspondence.....	732
Total outgoing correspondence.....	1,419
Total publications sent out.....	4,467
Total parties helped.....	91
Total callers (trade inquiry).....	199

Following is also a list of the different publications together with the total number of copies of each sent out by the agency:

Pamphlets of bureau of commerce and industry.....	598
Carnival Handbook for 1924.....	51
Philippine Resources and Opportunities.....	245
Beautiful Philippines.....	13
Pamphlets on Philippine Islands woods.....	7
Trade directories.....	4
Live News from the Philippine Islands.....	3,382
Yearbook of the Philippine Islands.....	1
Handbook of the agency.....	6
Constitutional Development of the Philippine Islands Autonomy.....	3
Tourists Handbook of the Philippine Islands.....	88
<b>Total.....</b>	<b>4,467</b>

The Live News from the Philippines is a sort of circular letter in mimeograph form featuring notable financial, commercial, and industrial news in the Philippines of interest to American business men.



## COMMERCIAL ATTACHÉS

The commercial attachés stationed in San Francisco, Boston, and Seattle have been instrumental in making Philippine products better known to American business men. Mr. Abdon Llorente, assigned to San Francisco, made from January to September (his reports for the rest of the year have not been received yet) a total of 216 interviews with American business men and some Filipinos and prepared reports touching on important commercial subjects. Besides this work, Mr. Llorente had a share in counteracting the systematic propaganda of malicious misrepresentation against Philippine copra and coconut oil in Washington and Oregon and dedicated part of his time to locating positions for Filipino laborers dismissed from Shipping Board vessels and for those continually flocking to Pacific Coast States from Hawaii and the Philippines. Mr. Llorente also participated in annual gatherings of commercial associations and delivered speeches on things Philippine, notably in the western regional convention of the United States Chamber of Commerce held at Los Angeles December 2 and 3, 1924, wherein he took part in the discussion of Pacific coast shipping problems.

Mr. Manuel S. Rustia, stationed in Seattle, represented the Philippines in the Pacific Foreign Trade Convention held at Portland, Oreg., from November 15 to 17, 1923, and arranged a small exhibit of Philippine products therein. One of the most important resolutions of this convention opposed vigorously the application of the coastwise shipping act to the Philippines. Mr. Rustia gave also valuable aid in issuing correct information concerning the Philippines when the States of Oregon and Washington passed laws which would practically subsidize the dairy industries and cripple, if not ruin, the nut margarine industry. These measures were fortunately defeated when they were submitted to the people by referendum at the last November elections.

Mr. Rustia conducted investigations into the market situation of Philippine embroidered garments in Portland, Oreg., and Tacoma and Everett, Wash. It is noteworthy to mention also that this commercial attaché has been of specific practical help in promoting the sale of Philippine products.

Mr. Rustia has been fortunate in establishing close contact and friendly relations with chambers of commerce, commercial clubs, trade associations, public libraries, and other trade promotional institutions through which much publicity was secured for Philippine products. He had also contact with many prominent officials, including representatives of the Bureau of Foreign and Domestic Commerce. With these men problems affecting Philippine products in their respective territories were discussed, thus providing them with valuable information along that line.

The commercial attaché stationed in Boston, Mr. Emilio Macasaet, attended the Eleventh National Foreign Trade Convention which was held in that city from June 4 to 6, 1924.

Reports from Mr. Macasaet state that the New England manufacturers and merchants are rather indifferent to business opportunities in the Philippines. Like the other attachés, Mr. Macasaet has been trying his best to stimulate trade and commercial relations between New England and the islands.

## STATISTICS DIVISION

In connection with the compilation, distribution, and dissemination of statistical data and information, the following work was accomplished by this division:

1. Compilation of statistics on the movement of interisland trade; the transportation of our staple products from the places of production; the distribution of imported goods into the various marketing centers in the Philippines.

2. Compilation of the prices of Philippine staples and other commodities in the local markets, as well as the shipments by railroad of rice from the rice-producing regions in central Luzon.

3. Publication of Statistical Bulletin No. 6.

The division received a total of 224 requests for miscellaneous statistical data. On August 23, 1924, Statistical Bulletin No. 6 came off the press and 1,771 copies were immediately distributed or sold, as compared with 1,182 copies of Bulletin No. 5 distributed in 1923.

The demand for statistical bulletins in the United States and foreign countries was quite heavy, as shown by the fact that 1,097 of Bulletin No. 6 were sent abroad, as compared with 447 of Bulletin No. 5 in 1923.

## NAVIGATION AND LIGHTHOUSES

The cable ship *J. Bustamante*, cutters *Basilan* and *Corregidor*, dispatch boat *Apo*, launches *Jolo* and *Ethel* and scow No. 2 were in operation in 1924. The following vessels were disposed of in the same year:

Cutter *Negros* sold to Mr. Teodoro R. Yangco on March 22, 1924, for ₱30,000.

Cutter *Romblon* sold to Mr. Angel Bernal on May 29, 1924, for ₱20,250.

Cutter *Tablas* sold to Mr. Teodoro R. Yangco on May 16, 1924, for ₱24,000.

Launch *Research* sold to Mr. Angel Bernal, March 12, 1924, for ₱7,000.

The vessels of the bureau made during the year 53 trips in all, 5 of which were for cable work, 11 for lighthouse inspection and construction, 2 for leper collection, 11 for the Governor General, 1 for the president of the senate, 7 for general government purposes, 15 for commercial trips, and 1 for a private charterer. Seventy-nine thousand and ninety nautical miles were covered and 1,085 ports were touched. Five thousand five hundred and twenty-five passengers were carried, 637 of whom traveled under "courtesy transportation," and 2,271.654 tons of general cargo were also carried, of which 42.755 tons were free of charge.

*Lighthouse section.*—A total of 406 aids to navigation were in operation at the end of the year, classified as follows:

Lights (flashing, occulting, port, lantern, electric, lighted bouys).....	191
Buoys (can, nun, spar, and acetylene gas lighted buoys).....	139
Beacons.....	76
Total.....	406

One fixed red light, small lens lantern displayed on a 33-foot concrete tower was established on July 27, 1924, at Danao River, Escalante, Oriental Negros.

In these are included new aids established during the year, which are as follows:

Of the 191 lights, 139 are watched by regularly appointed lightkeepers, while 52 are unwatched.

On April 1, 1924, the marine railway and repairs shops of the bureau assumed all repair work for the maintenance and upkeep of lighthouses and other aids to navigation formerly done by the bureau of public works. Authority for this was given by letter of the secretary of commerce and communications of March 27, 1924, as follows:

"Effective April 1, 1924, your bureau is hereby authorized, under the provisions of section 18, paragraph 69, of Act No. 2935, to do all repair work of whatever nature for the upkeep of aids to navigation as provided for in section 1, paragraph (aa), of Act No. 3145, it appearing that your bureau is equipped with the necessary facilities to undertake such work advantageously.

Your bureau is also authorized to construct new minor towers and buildings required for the lighthouse service costing ₱10,000 or less, which are in the nature of replacements. Specific authority shall be secured from this office for the erection of new structures costing over ₱10,000, exclusive of equipment."

## MARINE RAILWAY AND REPAIRS SHOP

During the year under review there were received 69 work orders for the overhauling and repairing of cutters and ships, an increase of 4 over those of the preceding year; 121 work orders for repairs to launches and motorboats, or an increase of 14 over those of 1923; 58 work orders for repairs to the bureau of public works dredges, compared with 28 for the preceding year; 239 work orders for repair and construction of lighthouses and lighthouse apparatus, compared with 175 for the previous year, and a total increase over 1923 of 181 work orders for miscellaneous repair work.

A great saving in the cost of repairs to the equipment of the marine railway and repairs shop was effected during 1924, when the figures went down to ₱14,410.64, as against ₱45,773.26 for 1923.

An average of 365 men were employed during the year, while there were recorded 1,056 employments and reemployments and 996 separations of mechanics and laborers.

*Medical inspection section*

Consultations.....	1, 536
Treatments.....	2, 945
Minor operations.....	45
Accidents.....	75

Physical examinations.....	8
Disinfections.....	16
Refeeding of medicining chest.....	6
Simple remedy packages.....	22
Antityphoid and anticholeric injections:	
Persons injected.....	497
Number of injections.....	1, 241

The diseases prevalent during the year under review were rheumatism, grippe, and stomach trouble. During the same period, thanks to the proper sanitary measures enforced, no case of infectious disease was registered.

The bureau's medical inspector effected during May 1, 1924, the sanitary inspection of the lighthouses in the eastern and northern part of Luzon, where sanitary and health conditions were found to be satisfactory.

## BUREAU OF LABOR

### ORGANIZATION AND PERSONNEL

Assistant Director Hermenegildo Cruz was made director effective February 13, 1924, while Mr. Modesto Joaquin, then chief of the legal and conciliation division, was appointed to succeed the former.

At the close of the year the whole force of the bureau consisted of 113 persons. There were 38 appointments and 34 resignations in 1924, the discrepancy being due to changes in designations without resignations.

### FINANCIAL STATEMENT

During the year under review there was a total of ₱158,028.26 available for expenditure for the bureau of labor, including the amount of ₱1,562.36 secured by authority of the emergency board, the regular appropriation being ₱156,466. Of the total amount, ₱154,775.45 was expended and the balance was reverted to the insular treasury. Comparing the amount of expenditure of 1924 with that of 1923, there is an increase of ₱6,681.70 for 1924.

During the period under review the receipts of the bureau for license and other services amounted to ₱12,756.25, or an increase of ₱2,913.54, or 29 per cent over the 1920, or ₱602.48, or 5 per cent over the 1923 collections. If the amount reverted and the receipts for license and miscellaneous services are deducted from the total expenditures, the net expense for the bureau would be ₱138,766.29 only.

### STRIKES AND OTHER INDUSTRIAL DISPUTES

The following table shows the adjustment of strike and other industrial disputes through the intervention of the bureau of labor since 1920 to the end of the year 1924:

Year	Strikes and other industrial disputes			Number of work-people involved	Causes of conflicts		Adjustment in favor of	
	Total	Union-ists	Non-unionists		Wages	Other causes	Work-people	Em-ployer
1920.....	68	46	22	11,139	48	20	51	17
1921.....	35	26	9	19,782	22	13	13	22
1922.....	24	19	5	14,956	19	5	7	13
1923.....	26	22	4	8,321	18	8	14	12
1924.....	20	15	5	6,784	13	7	12	8
Total.....	173	128	45	60,992	120	53	97	72

From the foregoing table it can be noted that the number of strikes and disputes has been decreasing from year to year, and it can be stated that this happy result has been brought about through the good offices of the bureau of labor.

Out of the total of 20 strikes or other industrial disputes, 13 involved stoppage or suspension of work due to the fact that the bureau's intervention was secured when the walkout was already a fact. The total loss to laborers in these cases amounted to 56,725 working days, or ₱112,869 in wages. No estimate

was made of the losses corresponding to employers, but they must have been considerable. The durations of the stoppage or suspension of work range from one day to less than four weeks. Thirteen disputes have as causes the question of wages, either for increase or against decrease, and seven for various other causes.

Of the total number of strikes, 8 took place in the city of Manila, 2 in Cavite, 2 in Cebu, 2 in Mariquina, Rizal; 1 in Donsol, 1 in Gubat, and 1 in Bulan, Sorsogon; 1 in Carigara and 1 in Tacloban, Leyte; and 1 in Calbayog, Samar.

#### AGRARIAN DISPUTES SETTLED THROUGH THE INTERVENTION OF THE BUREAU OF LABOR IN 1924

During the year under review the bureau intervened in and settled several differences of agrarian character. The most serious of these cases was that between the owners and tenants of the Hacienda Mariquina. The differences arose from various causes, the principal of which was an alleged increase in rent. Through the good offices of the bureau, an agreement was arrived at and the differences settled satisfactorily between the parties.

#### CLAIMS AND COMPLAINTS

The following table shows the number of claims and complaints settled by the bureau of labor during the last five years:

Year	Claims and complaints	Claimants	Adjustment		Amount collected
			Favorable	Unfavorable	
1920.....	392	619	247	145	P23,626.04
1921.....	549	719	344	205	24,277.66
1922.....	582	880	365	365	14,579.72
1923.....	769	1,652	379	257	21,371.54
1924.....	688	1,155	431	257	30,339.09
Total.....	2,980	5,025	1,766	1,229	114,194.05

One of the most important functions of the bureau of labor is the settlement of claims and complaints arising from relations between employees and employers, servants and masters, and the like. This activity represents a great deal of work, as it entails the bringing together of both the conflicting parties and of the necessary witnesses. The result has been most gratifying, however, as can be noted from the above table.

In some cases in which no settlement could be arrived at, due to the firm stand of the employers, the bureau, through its attorney, has rendered indigent claimants such legal services, including court appearance, as were necessary.

#### INDUSTRIAL ACCIDENTS

The following is a table showing the number of accidents, classified according to degree of injury, number of victims indemnified and not, and the total amount collected as grants, donations, gratuities, or indemnities received from employers:

Year	Number of accidents	Number of victims				Adjustment		
		Degree of injury			Total	Indemnified	Unindemnified	Amount collected
		Temporarily	Perpetually	Fatal				
1920.....	460	387	55	109	551	282	269	P11,516.99
1921.....	306	246	17	111	374	250	124	18,284.08
1922.....	417	283	17	69	469	149	224	9,036.22
1923.....	343	298	5	86	389	196	97	12,471.46
1924.....	500	437	31	61	529	214	247	11,404.81
Total.....	2,026	1,751	125	436	2,312	1,091	961	62,713.56

There have been cases in which employers refused to indemnify, and the attorney of the bureau in such cases had to resort to courts of justice in behalf of the laborers not only in Manila but also in Provinces.

As in previous years, Manila had the greatest number of accidents, which totaled 357 cases with 367 victims. The Provinces of Occidental Negros and Rizal come next in their order and the remaining number of accidents is divided among 22 Provinces.

At the close of the year there were 67 accidents pending solution, with 68 victims.

#### FREE EMPLOYMENT AGENCIES

The following table shows the number of laborers of different occupations registered and had employment secured during the last five years:

Year	Registration	Placement	Percentage
1920.....	4,497	3,416	75.9
1921.....	3,765	3,028	80.4
1922.....	5,814	4,018	69.4
1923.....	5,809	5,326	91.7
1924.....	4,673	4,246	90.9
Total.....	24,558	20,034	-----

The bureau has four free employment agencies well organized in Manila, Cebu, Iloilo, and Albay. In other provinces there are agents stationed whose primary duties consist of recruiting homeseekers, attending the cases of accidents, claims, and complaints, the investigation and settlement of strikes and other industrial disputes and agrarian conflicts, although they may attend to the registration and placement of laborers and domestic help.

The following table shows the status of these agencies:

#### Provincial agencies

Agencies	Number of agents	Provinces comprised	Remarks
No. 1.....	1	Mindoro.....	1 agent, vacant.
No. 2.....	1	Pangasinan-Union.....	
No. 3.....	1	Albay, Ambos Camarines, Sorsogon.....	
No. 4.....	1	Cagayan, Isabela Nueva Vizcaya.....	
No. 5.....	1	Ilocos Norte, Ilocos Sur, Abra.....	Assigned to the marine and employment division.
No. 6.....	5	Cebu.....	
No. 7.....	2	Iloilo, Romblon, Capiz.....	
No. 8.....	1	Antique-Palawan.....	
No. 9.....	1	Bohol.....	Pending approval. Vacant.
No. 10.....	2	Leyte, Samar, Masbate.....	
Special No. 1.....	1	Zamboanga.....	
Special No. 2.....	2	Davao.....	
Special No. 3.....	1	Cotabato.....	Propaganda campaign and recruitment of homeseekers. Inspection, compilation of labor data.
Special No. 4.....	1	Occidental Negros.....	
Special No. 5.....	1	Oriental Negros.....	
Central office:			
Interisland migration division.....	2	Central and northern Provinces of Luzon.....	Investigation of labor accidents and strikes. Recruitment of servants, laborers, and sailors.
Division of statistics.....	5	Manila—Provinces.....	
Legal division.....	2	.....do.....	
Marine and employment agency division.....		Manila.....	
Total.....	34		

## EMBARKATION AND EXECUTION OF CONTRACTS OF SEAMEN

During the year under review 659 contracts, involving 23,637 individual embarkations, were executed in the bureau, of which 23,547 were renewals. These figures represent the actual number of embarkations made, regardless of the number of times the individual seamen might have been embarked during the year. The frequent renewal of contracts, the duration ranging from one round trip to three months at the request of the shipowners, is responsible for the rather great number of embarkations. The reason for this is the desire of the shipowners to facilitate the discharge of undesirable men whenever convenient.

The number of seamen's certificates disposed of during the year under review was 909 in Cebu and 655 in Manila, or a total of 1,564, which produced a revenue of ₱782 on the basis of ₱0.50 per certificate.

## PRIVATE EMPLOYMENT AGENCIES

During the year 1924 there were in operation three private employment agencies, two in the city of Manila and one in Cadiz, Occidental Negros. Word has been received, however, that the latter ceased functioning somewhere in the middle of the year.

It would not be amiss to say that, for the protection of those resorting to the services of these agencies, proper regulations by law should be promulgated.

## INTERISLAND MIGRATION

The following table shows the number of emigrant home seekers recruited and shipped to sparsely populated regions by the bureau from 1918 (year in which this activity was transferred to the bureau of labor) to 1924, inclusive:

Year	Emigrant home seekers	Members of family	Total
1918.....	1,144	1,644	2,788
1919.....	201	1,281	1,482
1920.....	599	2,271	2,870
1921.....	725	2,473	3,198
1922.....	177	585	762
1923.....	229	759	988
1924.....	193	741	934
Total.....	3,268	9,754	13,022

Of the ₱15,000 appropriated for this purpose, the sum of ₱13,880 has been expended for transportation, or a per capita cost of ₱14.86 as compared with ₱14,522.72 expended during the year 1923, or a per capita cost of ₱14.70. The unexpended balance as well as the accumulated discounts of 15 per cent in the transportation passage have been reverted to the insular treasury.

During the first five months of the year under review some restrictions were placed on the recruitment of home seekers, namely: (1) To Mindanao only home seekers from the Visayan Islands could be assigned, and to Mindoro those from Luzon. To the former island could go, however, members of families of those already settled there. (2) Circular No. 87 of the bureau restricts the recruitment of home seekers in densely populated provinces where the development of industries, plantations, and sugar centrals is expected to need all available labor supply. Moreover, the recruitment and propaganda work was suspended during the early part of June in order to avoid a possible deficit and to insure an amount sufficient to meet peremptory and exceptional demand for transportation, as a consequence of the agrarian troubles in central Luzon.

Chapter VII of the Circular No. 87 has been amended to suppress the restrictions appearing in the original chapter with a view to remedy the unemployment in the cities and the exodus of agricultural laborers toward the cities to employ in industries. However, the policy of this office toward the provinces which need all available labor supply therein has always been conservative, as in Occidental Negros, Iloilo, and Pampanga.

The decided cooperation of the bureau of lands has made possible the publication of a Catechism for Home Seekers containing all information needed by prospective settlers regarding Mindanao, Mindoro, Camarines Norte, and Cama-

rines Sur. But although the above-mentioned places are all suitable for settlement, preferential attention will be given for the ensuing year to the provinces of Cotabato and Mindoro.

#### EMIGRANT FILIPINO LABORERS TO THE TERRITORY OF HAWAII

The following table shows the number of Filipino emigrants to the Territory of Hawaii during the last five years, classified according to sex:

Year	Total	Males	Females	Minors
1920.....	3,454	3,142	225	187
1921.....	6,814	5,748	628	438
1922.....	8,183	7,291	530	362
1923.....	7,261	4,520	1,797	944
1924.....	9,869	8,171	1,116	582
Total.....	35,581	28,872	4,296	2,513

#### RETURNING FROM HAWAII

1920.....	1,281	1,093	75	113
1921.....	2,705	1,953	249	503
1922.....	1,593	1,309	81	203
1923.....	1,496	1,226	112	158
1924.....	2,195	1,730	204	261
Total.....	9,270	7,311	721	1,238

#### FACTORY INSPECTION

The following table shows the activities of the bureau during the last five years in connection with factory inspection:

Year	Total		Factories and industries		Mercantile		Plantation or hacienda	
	Centers of labor	Workers	Number	Workers	Number	Workers	Number	Workers
1920.....	4,428	95,449	3,698	52,367	120	3,082	610	40,000
1921.....	5,989	115,395	4,958	54,429	-----	-----	1,031	60,966
1922.....	5,700	78,658	3,874	46,903	1,265	6,755	561	25,000
1923.....	1,321	58,192	1,073	44,728	201	2,345	47	11,119
1924.....	2,048	73,121	1,765	65,042	171	2,671	112	5,408
Total.....	19,486	420,815	15,368	263,469	1,757	14,853	2,361	142,493

As was the case last year, only centers of labor warranting inspection have been inspected, and it is gratifying to note that with practically the same personnel available for this activity despite the increase in the scope of the work by reason of the enactment of new laws, an increase in the total number of centers inspected has been registered.

The investigation of individual laborers, including minors, numbering 824 and 758, respectively, have not been included in the above figures. The same thing may be said of the inspection made by the director of labor in the Provinces of Nueva Vizcaya, Cebu, Laguna, Zamboanga, Cotabato, and Davao and of other especial inspections conducted by agents and the mechanical inspector.

#### REGULAR INSPECTION

During the year under review, 15 provinces were inspected, namely, Camarines Sur, Camarines Norte, Bulacan, Capiz, Iloilo, Albay, Zamboanga, Tayabas, Nueva Ecija, Marinduque, Romblon, Rizal, Occidental Negros, Cotabato, and Davao, the last was partially covered. The inspection of the city of Manila was made during the same period. Valuable information regarding labor conditions in these places covered was secured.

As will be noted in the last foregoing table, very few plantations were inspected in view of the fact that, as a general rule, these centers of labor are ordinarily situated in distant localities, far from the regular route of available transportation, although in some cases, notwithstanding these difficulties and the expenses entailed, inspection of important plantations was made.

#### SPECIAL INSPECTIONS

In this connection mention may be made of the inspection of the Cebu Portland Cement Co. at Naga, Cebu, by the director of labor in company with the assistant chief, division of inspection and statistics, and as a result thereof the anomalies discovered were practically eliminated, thanks to the favorable attitude of the management in adopting many of the suggestions made by the director of labor.

Special inspection was also made by the director of labor in various parts of Mindanao with a view to acquiring first-hand information of the conditions of the home seekers residing therein.

#### INSPECTION OF MACHINERY

One mechanical inspector is in charge of this activity of the bureau, and his duties include, among other things, the inspection of machinery for the purpose of preventing labor accidents.

During the year under review 119 establishments employing 2,376 laborers were covered. In these establishments 153 machines are installed, consisting of 83 electric motors, 36 steam boilers, 21 steam engines, 10 crude-oil engines, and 1 gas engine. Of the establishments inspected the machinery of 113 has been found in satisfactory condition, while the machinery of 6 establishments required improvement in the protective appliances. The necessary suggestions were made in the latter cases for the adoption of measures to prevent accidents, and according to replies received such suggestions were duly complied with.

The bureau inspector, upon invitation of the management, was detailed to inspect the conditions of labor in the plant of the Insular Lumber Co., at Fábrica, Occidental Negros. The bureau inspector was likewise detailed to accompany the director in his inspection tour mentioned elsewhere in this report.

#### INSPECTION PURSUANT TO THE PROVISIONS OF ACT 3071 (WOMAN AND CHILD LABOR)

In connection with this act 61 centers of labor employing 5,800 laborers, of which 4,876 were women, 758 female minors and 167 male minors were inspected. Of the 4,876 women workers only 235 were found standing, although appropriate seats were provided for them. Of the centers of labor inspected, 32 were cigar factories employing 4,232 women and 860 minors below 18 years of age, or a total of 5,092. Of these minors, 760 possessed copies of birth certificates while 100 were found without copies thereof. Of the total number of minors found in cigar factories 550, or 64 per cent, are literates and 310 illiterates, the latter composed of 240 girls and 70 boys.

Three candy factories were also inspected in which 167 female workers were found, 14 of whom were minors.

#### UNEMPLOYMENT

The data gathered from 46 labor organizations in the city of Manila give a total of 12,138 men and 100 women unemployed for the year under consideration, the percentage of unemployed men being 22.3 per cent of the total membership of the organizations mentioned and that of unemployed women, 4.8 per cent.

#### COST OF LIVING

The majority of the prices of the principal articles of food during the year 1924 showed a general decrease, compared with the prices prevailing during the last five years, with the exception of rice which registered an average increase of 17, 11, and 5 per cent, and of sugar which also registered an average increase of 27, 100, and 35 per cent, as compared with their prices during the years 1921, 1922, and 1923.

For the purpose of informing the public in general, and the laboring classes in particular, regarding periodical changes in the cost of living as reflected in the trend of prices of commodities of common consumption, a monthly bulletin is published in the local papers, based upon the figures obtained by the inspectors of the bureau from retail vendors as well as from buyers.



## LABOR INFORMATION

The labor problem in the islands has of late been attracting wide attention, judging from numerous requests for information received from private persons as well as from public officials. Similar requests were also received from foreign countries, individuals, and labor offices, and it goes without saying that no effort has been spared to furnish them with the information sought.

## BUREAU OF COAST AND GEODETIC SURVEY

## PERSONNEL

Lieut. Commander H. A. Seran, the present director, assumed office on March 12, 1924, relieving Commander E. H. Pagenhart.

## ACTIVITIES

The three vessels of the survey were kept busy in charting heretofore uncharted waters, except for the time necessary for their repairs in Manila. A triangulation of the city of Manila was made by the former chief of the computing division. This triangulation furnishes an accurate and permanent control for our city and harbor surveys and for city surveys by Government and private surveyors, and gives the exact location of a number of prominent objects visible from seaward for use of the United States naval officers in their range-finding operations.

In addition to the regular work of the ships a magnetic resurvey to determine the magnetic element was started and was in progress at the end of the year, for which purpose a magnetic observer was sent from the United States.

The year 1924 was remarkable for the large increase in the sale and issue of charts and maps. The receipts from sales of the navigational charts which revert to the United States Treasury remained at approximately \$2,300, practically the same amount received in each of the two preceding years, but the issue for official business, including issues to the United States Navy and replenishment of stock of the United States Coast and Geodetic Survey in Washington, shows a heavy increase. During the year 2,521 sheets, with a value of \$1,709, were issued for official business as contrasted with 1,966 sheets at a value of \$1,306 issued in 1923 and 2,002 sheets at a value of \$1,388 issued in 1922. However, the receipts from the sales of the topographic maps which revert to the insular treasury amounted to ₱3,162, as contrasted with ₱1,365 in 1923 and ₱1,218 in 1922.

Regarding the construction of the relief map of the island the U. S. S. *Stewart* ran several lines of soundings off the western coast of Luzon, and several extensive changes in the relief of the ocean bottom in that region were made of the matrix map. This resulted in an increase in the production cost, and the issue price was accordingly raised from ₱75 to ₱140.

During the year a brochure, with 16 pages of descriptive matter and 17 plates, of notes on the construction of relief map was issued by the bureau and was so well received that a second edition became necessary. Contour map No. 102 was released for distribution August 5, 1924, but, owing to the nature of the information contained therein, it was considered confidential and withdrawn from public circulation upon request of the military authorities to which the entire edition, few file copies excepted, was transferred.

Requests for geographic data are increasing and call for a great deal of work. Much labor would be saved in this connection if all information could be made available in publications as is done in the United States. A start in this direction is being made now by preparing such a publication of the Manila triangulation, executed in the first half of the year.

## RÉSUMÉ OF THE DETAILED WORK OF EACH OF THE FIELD PARTIES AND EACH OF THE OFFICE DIVISIONS

*Ship Pathfinder*.—Lieut. Commander F. G. Engle, commanding, January 1 to March 5; Lieut. Commander O. W. Swainson, commanding, March 6 to December 31.

A revisionary survey of the west coast of Negros was finished during the month of January. During the months of February, March, and April the ship was engaged in combined surveying operations in the east of Sarangani Bay. From May to October the *Pathfinder* was engaged in surveys in the north coast of Luzon, starting an important project between Luzon and the Bashi Channel. During the months of November and December the *Pathfinder* was engaged in

the resurvey of Cebu Harbor. A new chart of this harbor, embodying all the changes found by this resurvey, will be issued in the near future.

*Ship Fathomer.*—Lieut. J. H. Peters, commanding, January 1 to December 31. At the beginning of the year this ship was engaged in combined surveys in the vicinity of Jolo Island, and work in that region was continued during the year. Field work was suspended, however, from February 15 to March 17 and from October 20 to the end of the year to bring the vessel to Manila for drydocking, painting bottom, and other minor repairs.

*Ship Marinduque.*—Lieut. C. A. Egger, commanding, January 1 to January 2; Lieut. F. L. Peacock, commanding, January 3 to December 31.

The ship sailed for the working grounds on the south and east coasts of Basilan Island on March 17, and at the end of November the work was completed with the exception of two small areas which will be completed by another party at an early date. With this exception, the Sulu Archipelago has been thoroughly surveyed from Zamboanga to Jolo. Toward the close of the year the vessel had to proceed to Manila for repairs, and it is expected that it will be in condition to resume work around the Sangboy Islands the latter part of March.

#### MAGNETIC RESURVEY

Magnetic Observer Wallace M. Hill reported for duty on October 2. At the close of the year Mr. Hill had finished work on the south coast of Mindanao and was under orders covering work in the Visayas. It is expected that the magnetic resurvey will be finished about June, 1925.

#### TRIANGULATION OF MANILA

During May and June the former chief of the computing division, Mr. H. S. Rappleye, executed a primary triangulation of the city of Manila for the purpose of furnishing a number of permanent and accurately located points for the control of future city and harbor surveys. The office computations of this triangulation have been finished and at the present time a publication embodying the results is being prepared for the printer.

#### COMPUTING DIVISION

H. S. Rappleye, acting chief of division, January 1 to June 24; C. F. Maynard, chief of division, June 25 to December 31.

The work of this division has been very well standardized, and the work done each year varies but little. Following is a statement of the principal work accomplished:

Geographic positions adjusted and computed, 145.

Tide records reduced and adjusted, 29 marigrams; 14 volumes, staff readings.

Sounding records reduced, 315 volumes.

Computation and adjustment, 140 kilometers traverse, south coast Mindanao.

Computation and adjustment, 16 kilometers base line, Aparri.

Computation and adjustment, primary triangulation of Manila.

Indexing and filing, 353 accessions of original field records.

#### DRAFTING DIVISION

John Bach, chief of division, January 1 to December 31; C. E. Christopherson, assistant chief of division, May 27 to December 31.

During the year the following work was accomplished:

Completed chart tracings for new edition, 9.

Chart tracings revised, 30.

Hydrographic sheets plotted, 20.

Hydrographic sheets verified, 12.

The field parties forwarded a total of 34 sheets consisting of 14 topographic and 20 hydrographic. At the close of the year there were in progress chart drawings for five new editions of charts, two correction pieces, and two revisions.

#### GEOGRAPHICAL DIVISION

John Bach, technical supervisor, January 1 to December 31; R. J. Christman, technical supervisor, January 1 to December 31.

The geographical division was principally engaged throughout the year in meeting the extraordinary demand for the topographic maps of the islands.

This demand was so great that the stock of maps Nos. 5, 7, and 100 was exhausted at the end of the year.

#### CHART DIVISION

The work of this division has been the usual correction and sale of the navigational charts and publications. For the convenience of the maritime public this division has remained open for business one hour longer than the rest of the office.

This office acts as agent of the government printing office in the sale of Nautical Almanacs.

The division received a total of 16,661 printed charts from the photolithographic division, of which 9,021 sheets were forwarded to the Washington office for their stock. A total of 3,249 sheets with a value of \$2,260.75 was sold by this office and through its agencies and a total of 2,521 sheets with a value of \$1,709 was issued free for official business.

#### PHOTOLITHOGRAPHIC DIVISION

Paul J. Dant, acting chief of division, January 1 to January 9; W. L. G. Perry chief of division, January 10 to December 31.

This division is working under the handicap of its cramped quarters and the lack of a reliable hand offset proving press. If the division could be furnished with both roomy space and a good press, the plant would be thoroughly modern, up to date and ample for all possible needs of the office. Notwithstanding these deficiencies, however, the division has had remarkable increase in efficiency during the year.

There is herewith forwarded the report of the director of coast surveys. Appended to this report are tables showing: "Sale of maps during the period January 1 to December 31, 1924," "Comparative value of maps sold and issued (1918 to 1924)," "Comparative statement of sale and issue of charts (1918-1924)," "Comparative statement of expenditures and personnel of the bureau of coast and geodetic survey for the year 1924," "Itemized statement of general expenses—actual expenditures, January 1 to December 31, 1924," "Comparative statement of expenditures of the United States and Philippine Islands Governments for the maintenance of the bureau of coast and geodetic survey since its organization in the Philippine Islands," and "Comparative statement of work accomplished by the field parties from January 1 to December 31, 1924."

#### BOARD OF EXAMINERS FOR CIVIL ENGINEERS

Messrs. A. T. Sylvester, Domingo Guanio, and Hilario S. Clemente were the members of the board at the close of 1923 and continued to be such until May 27, 1924, when they were succeeded by Messrs. Emilio Quisumbing, J. C. Cookingham, and Hilario S. Clemente. This last board tendered resignation on September 1, 1924, which was accepted on the 2d of the same month. On October 4 of the same year a new board was appointed composed of Messrs. F. de la Cantera, elected chairman, Antonio Tayzon, secretary-treasurer, and Paul W. Mack, member.

Two examinations were given during the year in which 8 of the 27 applicants obtained passing grades.

The board received 51 applications for certificates without examination, of which 39 were approved. Up to the close of the year the total number of certificates issued was 155, of which 47 were granted in 1924.

For examination fees and issuance of certificates the board collected the amount of ₱1,310, while its expenditures and liabilities amounted to ₱544.83.

#### BOARD OF EXAMINERS FOR ELECTRICAL ENGINEERS

The members composing this board are Mr. W. H. Rudisill, president, Mr. Salustiano Reyes, secretary-treasurer, and Mr. Irwin McNiece, member. They were appointed to succeed themselves by Department Order No. 38, dated July 15, 1924.

An examination was given on January 18, 1924. Of the 3 candidates presenting for the examination, 1 passed.

Of the 18 applications filed with the board for certificates without examination, 8 were approved.

The receipts of the board for examination fees and issuance of certificates totaled ₱180, while its expenditures for holding meetings amounted to ₱390.

## BOARD OF EXAMINERS FOR ARCHITECTS

By department order dated June 24, 1924, Messrs. Arthur Gabler-Gumbert, Carlos A. Barretto, and Tomas Mapua were appointed members of the board. Mr. Gumbert was elected president, and Mr. Mapua, secretary-treasurer.

During the year the board issued two certificates for architect and 19 for "Maestro de Obras."

For examination fees and certificates issued the board made a total collection of ₱390, while its expenditures amounted to ₱298.

## BOARD OF ACCOUNTANCY

The members composing the board were Messrs. W. W. Larkin, president; D. T. Dikit, secretary-treasurer; and Felix Tiongson. The last-named member served up to April 12, 1924, Mr. Vicente Carmona having been appointed to succeed him, effective that date.

Five Americans and 16 Filipinos were granted certificates of registration as certified public accountants under the provisions of section 11 of act No. 3105, while 4 Englishmen and 2 Spaniards were given similar certificates under the provisions of section 12 of the same act. Two Americans and 42 Filipinos applied for examination under section 4 of the said act. Four of them failed to show up at the examination. As the ratings of the papers of the candidates could not be finished during the year, no announcement of the result thereof could be made.

The board granted certificates of registration as certified public accountants to four Filipinos who passed deficiency examinations in 1924.

For operation expenses and outlays the board made a total expenditure of ₱4,236.59; while its income, for examination fees, amounted to ₱1,920, showing an excess of expenditure over income in the amount of ₱2,316.59. This is due mainly to the obligations incurred during the year 1923 which could not be covered with the 1923 appropriations. The fees for pending applications which are likely to be disapproved, and those pertaining to disapproved ones and not yet refunded to applicants, as well as the fees for registration and issuance of certificates to candidates to examination who have not yet qualified, have been set aside as accounts payable and have not, therefore, been taken up as income.

Respectfully submitted.

C. E. UNSON,  
*Acting Secretary of Commerce and Communications.*

The GOVERNOR GENERAL, Manila, P. I.

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